UCRP
Utah Crime Reduction Plan

Background

During the 1999 Legislative Session, House Bill 145 was passed, providing the Utah Commission on Criminal and Juvenile Justice (CCJJ), $150,000 to aid state and local justice agencies in developing crime reduction plans. The legislation also tasked CCJJ with holding at least one crime reduction conference.

Statewide Crime Reduction Planning

In the spirit of this legislation, CCJJ met with both the Utah Chiefs of Police Association and the Utah Sheriffs Association. These Associations created a Joint Crime Reduction Planning Committee to work with CCJJ in the development of a Statewide Crime Reduction Plan. During initial meetings, it was decided that a survey would be developed and distributed to all local law enforcement agencies in the state, as well as state justice agencies. The survey elicited identification of the most pressing crime problems and possible solutions to address those crime problems. **Appendix 1** contains the survey instrument, which was sent by CCJJ to all police chiefs, county sheriffs, city and county prosecutors, and state justice agencies, including the Department of Corrections, the Department of Public Safety, the Division of Youth Corrections, the Board of Pardons and Parole, the Administrative Office of the Courts, and the Attorney General's Office.

The surveys were mailed July 1, 1999, along with information regarding the availability of grant funding for crime reduction planning. By the beginning of September 1999, 167 completed surveys were received by CCJJ. A variety of state justice agencies responded, as well as a few city/county prosecutors. The law enforcement response was outstanding. Eighty-four percent (84%) of Utah's population was represented by an agency returning a Crime Reduction Survey.

Working together, the Chiefs of Police Association, the Sheriffs Association, and CCJJ sponsored the Statewide Crime Reduction Planning Conference, held September 22, 1999, in St. George, Utah. This conference was specifically for Utah law enforcement agencies, but attendees also included leadership from the state's justice agencies, as well as state and local elected officials.

In preparation for the Statewide Crime Reduction Planning Conference, staff from CCJJ worked with the Joint Crime Reduction Planning Committee, made up of volunteers from the Chiefs of Police Association and Sheriff's Association, to identify key concepts and themes found in the returned surveys. Four topic areas were defined, each of these were topics of discussion and planning at the St. George Conference: Drugs and Related Crime, Family and Community Safety, Information Systems and Communication, and Justice System Accountability.

The most common response from the surveys was drug related problems. Most prominent among these drug issues was methamphetamine (meth). This included the decontamination of meth lab sites, regulation of meth precursors (or ingredients used for production of meth), and extinguishing the use of meth. Other drug related issues included the tremendous amount of property crime associated with drug offenders, school related drug and alcohol abuse, and repeat/chronic drug offenders.

Additionally, through the Legislative Crime Reduction Task Force, a continuum of substance abuse programs and services was developed to provide a comprehensive strategy for addressing Utah's drug problems. The continuum includes prevention/intervention services, treatment services, and justice system response to drug offenses and drug offenders.

The *Family and Community Safety* topic included domestic violence, at-risk juveniles in Utah, gang related activity, truancy, and parent and family accountability. The *Information Systems and Communication* topic included increasing shared data among police departments, statewide implementation of the National Incident Based Reporting System (NIBRS, an updated form of crime reporting that provides very detailed crime descriptions), improvements to the Statewide Warrants System, increasing Justice Court reporting of dispositions in the Criminal History database, and the provision of better technology for law enforcement.

The final topic, *System Accountability*, attempted to identify accountability measures for each part of the criminal justice system. There was general agreement that standards would be generated by which the efficiency and effectiveness of players in the criminal justice system could be assessed. This topic also included initial discussions of adequacy of justice resources in Utah. Questions were posed such as "whether there are sufficient jail beds to house offenders" or "whether parole officers have too many offenders on their caseloads." It is clear that this topic is expansive and will require additional research, discussion, and action.

During the course of the Statewide Crime Reduction Planning Conference, participants were asked to narrow the focus of the plan to about ten solutions per sub-topic. In addition, performance measures were identified. These measures will be used to determine whether or not a specific objective is being accomplished.

Conference Evaluation

The following are results taken from forms used to evaluate the Statewide Crime Reduction Planning Conference. A more complete review of the conference evaluation is provided in **Appendix 2**:

- On a scale of zero to five (zero meaning the conference was unsuccessful and five meaning the conference was very successful), the conference received an average of 4.13, indicating the effort was successful.

- 90% of the respondents believed the development of a Statewide Crime Reduction Plan was a useful process.

- 77% of the respondents believed the Crime Reduction Planning Conference should be an annual or biannual event.

- 90% of the respondents believed the critical crime problems in Utah were addressed within the context of the conference.

CCJJ Response

The information collected at the Statewide Crime Reduction Planning Conference was structured into planning language and presented to CCJJ during their day-long annual meeting. CCJJ consists of members representing every facet of Utah's criminal and juvenile justice system (membership of CCJJ is included as **Appendix 3**). This group reviewed, edited, and added items to the developing Crime Reduction Plan.

CCJJ suggested a more focused set of meetings with the state justice agencies and local prosecutors, allowing for a similar level of detailed discussion as occurred during the Statewide Crime Reduction Planning Conference.

Future of the Crime Reduction Plan

Any planning document is a document "in progress." It would be inaccurate to claim that the following document is Utah's *Comprehensive Crime Reduction Plan*. It is, however, a very excellent beginning. Important members of Utah's criminal and juvenile justice community came to the table for an honest and frank discussion about crime problems facing Utah today. The resulting ideas and concerns are included in this document. More focused and detailed discussions will occur in the coming months with state justice agencies, including the Administrative Office of the Courts, the Department of Corrections, the Department of Public Safety, the Division of Youth Corrections, the Board of Pardons and Parole, the Attorney General's Office, and the Statewide Association of Public Attorneys (SWAP). These groups will identify which strategies are short and long-term.

The creation of the plan is not the end product of a strategic plan. The ideas and solutions identified must be implemented, and this will occur in the next phase. Once implemented, the performance measures will help us determine whether or not the strategy was sound. This follow-up, or evaluation, will guide Utah's criminal justice professionals in modifying and adjusting the statewide plan over the next several years.

Crime Reduction Grant Expenditure

Of the $150,000 provided for crime reduction efforts, approximately $14,000 was expended for the Crime Reduction Conference in St. George. In addition, $15,000 of the Crime Reduction Planning money was granted to Salt Lake County to assist in the funding of the Salt Lake County Crime Reduction Conference. In the coming months, CCJJ will work with Salt Lake County to incorporate some of their findings into the Statewide Crime Reduction Plan. A grant of $15,000 of the Crime Reduction funding was provided to the Department of Public Safety's Comprehensive Emergency Management Division for a school violence conference. This conference was the beginning of a major initiative by the Utah Department of Public Safety, which addresses multi-hazard preparedness and safety in Utah schools, with emphasis upon acts of violence and terrorism.

Utah Crime Reduction Plan

The following is a brief identification of the Crime Reduction Plan's vision, mission, goals and objectives. A more detailed accounting of solutions and performance measures is in the pages that follow.

Vision

We envision a unified justice system that serves the community and instills public confidence and support. It is a system that ensures the safety and security of all citizens, provides assistance for victims, and affords a just process for those who violate societal norms. The system is founded on the principles of respect for diversity, timely and equal access to services, and a comprehensive approach to criminal and juvenile justice that includes prevention and treatment.

Mission

The justice agencies of Utah will decrease crime and victimization while protecting the rights of individuals.

Goal 1: Decrease the Prevalence of Drug Use, Drug Sales, and Drug Manufacturing In Utah

> **Objective 1:** Increase our ability to effectively decontaminate methamphetamine lab sites.
>
> **Objective 2:** Regulate the sales and possession of precursors used to manufacture methamphetamine.
>
> **Objective 3:** Address community safety issues related to methamphetamine use and manufacturing.
>
> **Objective 4:** Decrease the use of methamphetamine.
>
> **Objective 5:** Decrease property crime associated with drug offenses.
>
> **Objective 6:** Decrease tobacco, alcohol, and other drug abuse in schools.
>
> **Objective 7:** Provide adequate justice response to repeat drug offenders.

Goal 2: Address Critical Family and Community Violence Issues

> **Objective 1:** Reduce domestic violence offenses.
>
> **Objective 2:** Increase domestic violence training for law enforcement officers and manage the public's expectations regarding law enforcement's response to domestic violence offenses.
>
> **Objective 3:** Increase the identification of youth at risk and provide them with prevention and early intervention services.
>
> **Objective 4:** Reduce gang activity.
>
> **Objective 5:** Reduce truancy and develop partnerships between schools and law enforcement.
>
> **Objective 6:** Increase parent and family involvement and accountability for juvenile delinquency.

Goal 3: Utilize Data Sharing, Technology, and Cooperative Communication to Enhance Public Safety and Improve the Justice System's Response

> **Objective 1:** Increase shared data among justice agencies.
>
> **Objective 2:** Implement National Incident Based Reporting System (NIBRS) statewide.
>
> **Objective 3:** Improve the Statewide Warrants System.
>
> **Objective 4:** Increase Justice Court reporting of dispositions to the Criminal History File.
>
> **Objective 5:** Improve the quality and completeness of the Criminal History File and improve fingerprinting technology and statewide identification processes.
>
> **Objective 6:** Provide better technology to law enforcement.
>
> **Objective 7:** Allow for efficient voice and data communications between agencies.
>
> **Objective 8:** Facilitate local agency data sharing and improve general criminal justice data quality.

Goal 4: Increase Justice System Accountability and Provide Adequate Resources to Support Utah's Criminal and Juvenile Justice System

> **Objective 1:** Increase adult jail bed space and juvenile detention bed space where needed.
>
> **Objective 2:** Implement and support Community Oriented Policing efforts.
>
> **Objective 3:** Improve prosecution response in Utah's criminal justice system.
>
> **Objective 4:** Improve Court's response in Utah's criminal justice system.
>
> **Objective 5:** Improve Adult and Youth Corrections' response in Utah's criminal justice system.
>
> **Objective 6:** Improve Adult Probation and Parole's response in Utah's criminal justice system.
>
> **Objective 7:** Reduce offender recidivism.

Goal: Decrease the Prevalence of Drug Use, Drug Sales, and Drug Manufacturing in Utah

Arrests for drug crime in Utah have increased substantially during the past decade. This includes arrests for drug sales and manufacture, as well as arrests for drug possession.

Between 1988 and 1998, total arrests for drug offenses increased 134.7%. Arrests for sales or manufacture of drugs increased 83.8%, while arrests for possession of drugs increased 150.5%.

Utah's most pronounced drug problem in 1998 was sales/manufacture and possession of methamphetamine. This drug in particular poses a variety of problems to community safety and crime. Methamphetamine is easily produced with over-the-counter ingredients. However, the "cooking" of meth is a very dangerous activity due to the volatility of the chemicals used. Often drug labs are left behind and require technical expertise and considerable funding to decontaminate the lab sites effectively.

Utah's drug problem also impacts other crime issues. Use, sale, and manufacture of drugs is illegal. In many cases, those addicted to illegal substances commit property crimes and violent crimes in order to secure the money they need to purchase more drugs. In addition, offenders under the influence of drugs, especially methamphetamine, are often more likely to engage in violent behavior. The following tables and graphs depict drug crime in Utah:

Utah Drug Crime Statistics 1988 to 1998											
	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Sales/Manufacuture											
Opium, Cocaine	24.6	19.9	14.1	13.9	24.9	38.6	58.9	49.3	81.7	51.5	51.0
Marijuana	37.6	20.9	17.8	18.9	30.7	31.7	174.3	46.8	165.4	157.6	39.2
Synthetic Narcotics	2.9	2.2	2.5	3.2	5.1	6.6	19.6	8.0	16.7	19.3	11.6
Other Dangerous Drugs	2.7	2.1	2.7	2.5	8.1	7.9	8.1	5.2	11.1	6.3	22.8
Possession											
Opium, Cocaine	25.0	23.7	25.0	24.2	57.8	48.1	64.9	57.9	75.4	53.9	54.0
Marijuana	162.2	112.2	103.9	111.2	175.0	286.6	245.7	250.0	268.4	217.9	343.7
Synthetic Narcotics	3.4	2.5	3.5	3.9	5.7	8.6	22.0	12.4	18.4	21.3	12.8
Other Dangerous Drugs	25.4	17.8	23.0	26.5	54.0	39.6	72.2	122.9	157.8	112.5	125.0
TOTAL Sale/Manufacture	67.8	45.1	37.0	38.4	68.8	84.8	260.9	109.2	275.0	234.6	124.5
TOTAL Possession	215.9	156.2	155.5	165.8	292.5	382.9	404.8	443.1	520.1	405.7	535.5
TOTAL	283.7	201.3	192.5	204.2	361.3	467.7	665.7	552.4	795.0	640.3	660.0

The following drug categories are specified: opium and its derivatives (morphine, heroin, codeine) or cocaine; marijuana; synthetic narcotics - manufactured narcotics that can cause true addiction (demerol, methadones); and other dangerous drugs (barbiturates, benzedrine, methamphetamine).
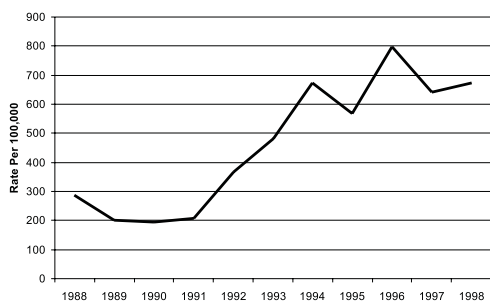

Total Drug Crime Arrest Rate
Over the past decade, the drug crime arrest rate has increased dramatically in Utah. After decreasing in 1997, the rate increased again in 1998. From 1988 to 1998, the total drug crime arrest rate in Utah increased 132.7%
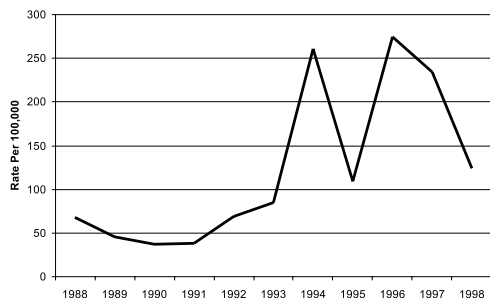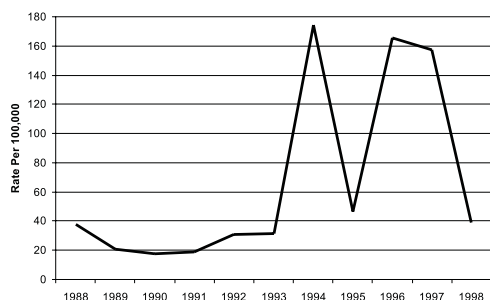
Total Drug Sales/Manufacture Arrest Rate

After peaking in 1996, the drug sales/manufacture arrest rate has been on a decreasing trend. Still the rate in 1998 is 83.8% higher than the rate in 1988.
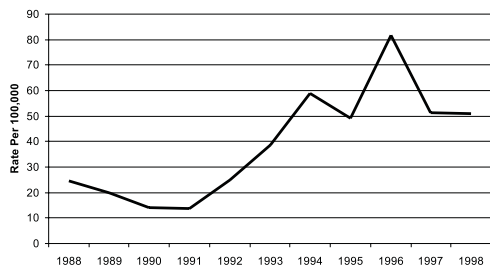
Opium and Cocaine Sales/Manufacture Arrest Rate

After peaking in 1996, Utah's opium and cocaine sales/manufacture arrest rate decreased through 1998. This rate is 107.1% higher than the rate in 1988.
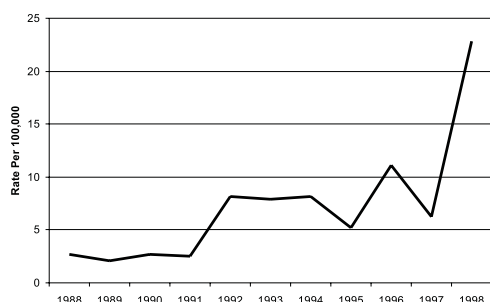
Marijuana Sales/Manufacture Arrest Rate

Utah's marijuana sales/manufacture arrest rate decreased significantly in 1998. The rate in 1998 is only 4.2% higher than the rate in 1988.
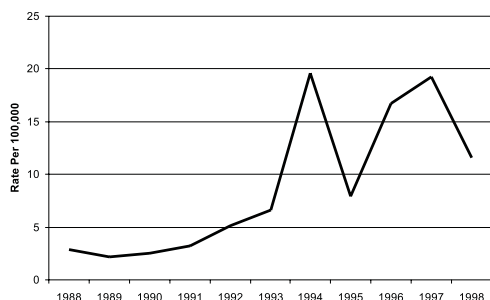
## Synthetic Narcotics Sales/Manufacture Arrest Rate

After decreasing in 1998, Utah's arrest rate for sales/manufacture of synthetic narcotics was still 299.3% higher than the rate in 1988.

Other Dangerous Drugs Sales/Manufacture Arrest Rate

Utah's arrest rate for other dangerous drugs, which includes methamphetamine, increased dramatically during 1998. Compared to the 1988 rate, the 1998 rate was 757.5% higher.
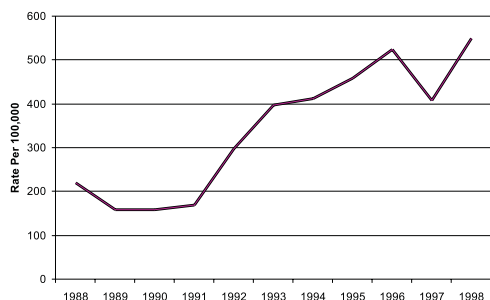
Total Drug Possession Arrest Rate

The arrest rate for drug possession continues to increase. The drug possession arrest rate in 1998 was 148.0% higher than the rate in 1988.
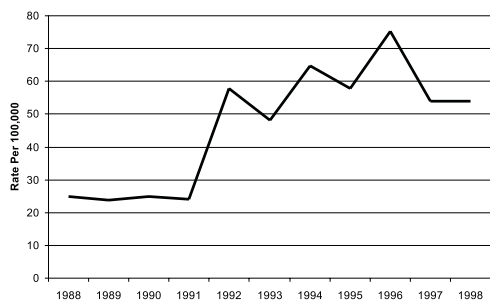
Opium and Cocaine Possession Arrest Rate

Utah's arrest rate for opium and cocaine possession has decreased since 1996. The 1998 rate was 116.1% higher than the 1988 rate.
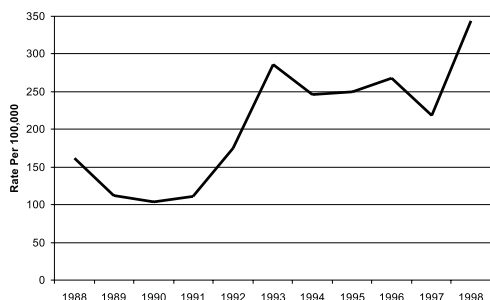
Marijuana Possession Arrest Rate

Utah's marijuana arrest rate has been on an increasing trend throughout the past decade. The 1998 rate was 111.9% higher than the 1988 rate.
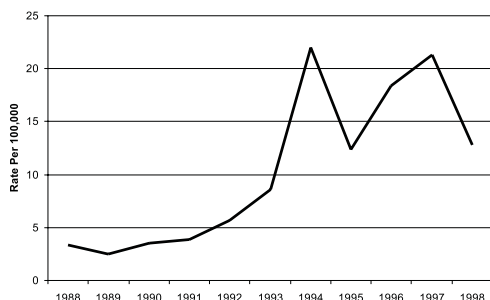
Synthetic Narcotics Possession Arrest Rate

Utah's synthetic narcotics possession arrest rate decreased dramatically in 1998. However, the 1998 rate was 278.8% higher than the 1988 rate.
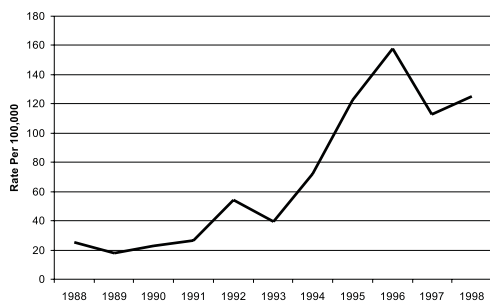
Other Dangerous Drugs Possession Arrest Rate

Utah's other dangerous drugs possession arrest rate increased marginally during 1998. The 1998 rate was 392.4% higher than the 1988 rate.

Drugs are playing a greater role in Utah's correctional populations. As the graphs below depict, a large portion of Utah's inmates, parolees, and probationers have significant drug problems. In addition, an increasing percentage of drug offenders are being sentenced to prison.

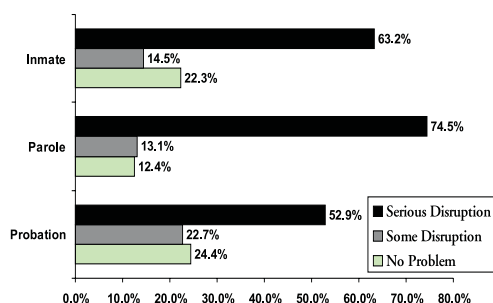| Utah Department of Corrections Drug Statistics: 1988 to 1998											
	1988	**1989**	**1990**	**1991**	**1992**	**1993**	**1994**	**1995**	**1996**	**1997**	**1998**
Adult Drug Sentences											
Probation	931	1,045	993	945	1,048	1,149	1,244	1,860	1,954	1,971	2,026
Prison	103	134	103	119	132	200	247	414	470	609	590
Percent of Adult Drug Offenders Going to Prison	9.8%	11.2%	9.4%	11.1%	11.1%	14.8%	16.4%	18.1%	19.3%	23.5%	22.3%

Drug Problems Among Corrections Population

It is clear from the adjacent figure that a large portion of offenders under correctional supervision have serious drug problems. This is especially true of parolees and inmates.
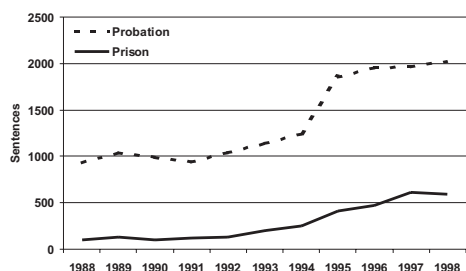
Drug Sentences to Prison and Probation

Clearly, sentences to probation and prison for drug related crimes have increased dramatically over the past decade. Specifically, prison sentences for drug offenses have increased 473%, while probation sentences for drug offenses have increased 118%.
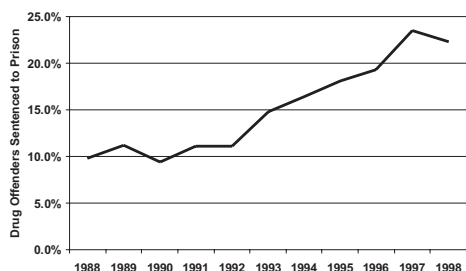
Percent of Drug Offenders Sentenced to Prison

The percent of drug offenders receiving a prison sentence has increased 128% over the past decade. In 1988, 9.8% of drug offenders received a prison sentence. In 1998, 22.3% of drug offenders received a prison sentence.

Continuum of Substance Abuse Programs and Services for Solving Utah's Drug-Related Crime Problem

Study after study shows a strong and costly correlation between substance abuse and crime — one that creates a "revolving door" in the justice system. The majority of offenders have substance abuse problems, often directly related to the crime for which they are sentenced. Generally, they do not receive adequate substance abuse treatment while serving their sentence and, when they complete their sentence and are released, they return to their lives of drug use and crime and recidivate back through the justice system. This cycle continues if the offender's drug problem is not addressed.

Supply reduction strategies such as law enforcement, interdiction, building more jails and prisons, and enacting drug laws with stiffer penalties will not resolve the problem alone. Instead, the answer is in a **comprehensive approach** which also includes a strong emphasis on demand reduction through prevention and treatment strategies.

The substance abuse field utilizes a "Continuum of Services" to structure a comprehensive approach to drug problems. The continuum provides a categorization of services and programs according to the characteristics of the population to be served and the extent of their drug abuse. An effective strategy must encompass all components of the continuum and reflect a meaningful balance of prevention, treatment and justice services. In other words, we must attack the drug problem from both demand and supply perspectives simultaneously.

As a resource for the Legislature's 1999 Crime Reduction Task Force, the Utah Commission on Criminal and Juvenile Justice (CCJJ) created a "Proposed Continuum of Substance Abuse Programs and Services for Solving Utah's Drug-Related Crime Problem." For this purpose, CCJJ added the Justice System to the traditional prevention and treatment continuum in order to emphasize the critical role it can play, not only in supply reduction, but in demand reduction among drug using offenders. It was CCJJ's recommendation that the Task Force utilize this framework in formulating its drug-related recommendations for Utah's crime reduction plan.

The continuum depicts **3 Major Purposes/Functions** - dealing with demand reduction, or the user's desire or need for drugs, and supply reduction, or the availability of drugs in our communities: *Prevention/Intervention* - to precede and prevent the onset of drug use/abuse; *Treatment* - to habilitate or rehabilitate those individuals who become dependent upon drugs; and *Justice* - to protect the public and to sanction individuals who violate drug laws or who commit crimes under the influence of drugs or to support a drug habit.

There are specific **services and programs** within each system which address the prevention or treatment of drug abuse and provide for effective ways of dealing with offenders with drug problems. The continuum also defines the **characteristics of the populations** that are the targets of the various services and programs within each system, and the **process by which they are identified.** Finally, the continuum includes examples of current resources and programs available to address the needs of Utah's citizens. A more detailed explanation of the continuum components follows.

Prevention is the first line of defense against alcohol and other drug-related crime. The tremendous costs of incarcerating so many alcohol and other drug-abusing offenders underscores the vital importance of developing, implementing, and evaluating large scale prevention efforts that are designed for both the general population and for populations which are at risk for substance abuse and criminal activity.

Since most addicts begin using drugs while they are adolescents, developing effective drug prevention programs for children and teens and making our schools drug-free are key elements in any effort to reduce drug-related crime.

While most prevention programs target pre-schoolers, elementary-age children, and adolescents, substance abuse prevention is a lifetime pursuit, and prevention programs are needed throughout the life span. Successful prevention efforts build individual capability, community capacity, and societal will to resist and reduce substance abuse and its associated health, social, and economic consequences.

Within the "Services and Programs" section, **primary prevention** programs are those that target the general public or whole population groups, and the intervention is desirable for and is communicated or applied to everyone in that group. For example, widely implemented public education campaigns and K-12 school-based curricula fall in this category.

Targeted prevention programs target individuals or a subgroup of the population who are characterized by known risk factors and whose risk of developing substance disorders is greater than average. Children of substance abusing parents and children who are economically disadvantaged or who have experienced chronic school failure are among those identified as having "high risk" for substance abuse. An example of targeted prevention is a Student Assistance Program that provides a support group for children of alcoholics.

Early Intervention programs focus on individuals identified as having detectable signs or symptoms of problems that are known to precede substance abuse. These programs are designed to stem the progression of substance abuse and related disorders and specifically address the individual's risk factors and behaviors. An example of an early intervention program is the Risk Alternative Program (RAP), also called the Parent-Teen Alternative Program. This program targets youth who have violated school policy regarding alcohol and other drugs, and are required to attend an after-school educational and skill building series of classes with their parents. There classes are intended to arrest their drug use before it becomes regular.

The **Treatment** portion of the continuum is perhaps where the justice system can play its most beneficial demand reduction role. Treatment services should be designed to meet the needs of the individual client and are available in a variety of settings at various levels of intensity. The goal of treating addicted offenders is twofold: to return a productive individual, free of addictions, to society; and to reduce the expense to society of drug-related crime.

According to the Utah Department of Corrections, approximately 75-85% of offenders in Utah's prisons have substance abuse problems either directly or indirectly related to the crime for which they were sentenced. In addition, it is estimated that up to 75% of offenders incarcerated in

Utah's county jails have substance abuse related problems, and as many as 60% of all admissions to treatment on a statewide basis are referrals from the justice system.

As resources become available to treat offenders, more and more studies are showing that when an offender receives treatment for his/her substance abuse problem — whether it is part of their sentence to incarceration, probation or parole, or as an intermediate or alternative sanction — treatment can effectively reduce both future drug abuse and crime. The cost savings to the justice system and to society as a whole are tremendous!

The criminal justice system has been shown to effectively influence individuals with drug problems to commit themselves to treatment. The Treatment Outcome Prospective Study (TOPS) and other studies have found that legal pressure tends to keep people in treatment for longer periods — *the longer a person stays in treatment, the lower the post-treatment criminal activity and relapse to drug use* — and this coercion does not interfere with treatment goals. In the TOPS study, those compelled to enter treatment via the justice system, did at least as well in treatment as those who sought treatment voluntarily.

The **Justice System** portion of the continuum is characterized by three major functions: public safety, offender accountability, and treatment, which are provided by law enforcement, the courts, and corrections. In addition, three types of services or programs are identified: enforcement and interdiction, intervention, and treatment intensity.

The primary role of **law enforcement** programs is supply reduction, but it is important to note the overlap with demand reduction. For example, laws and enforcement measures ideally provide a deterrent to drug use and drug-related crime that could be said to have a preventative impact. The **Courts, Corrections, and Probation & Parole** are the areas of the Justice System where considerable demand reduction efforts - specifically offender intervention and treatment - can be emphasized.

More and more is being done within Utah's justice system to break the drug-crime relationship. We are seeing an unprecedented emphasis on collaboration between Utah's justice and treatment systems to address the needs of drug-involved offenders. But more resources are needed to make a meaningful and sustained impact.

We have a tremendous opportunity before us to impact drug abuse and drug-related crime. We currently have model prevention, treatment and enforcement programs in place in Utah. We know what works. If anything poses a barrier, it is insufficient resources to expand the model programs throughout the state.

Substance Abuse Continuum The continuum below shows a comprehensive strategy to address substance abuse and drug related crime in Utah. Each of the drug objectives that follow are tied to specific sections of this Substance Abuse Continuum.

PROPOSED CONTINUUM OF SUBSTANCE ABUSE PROGRAMS AND SERVICES FOR SOLVING UTAH'S DRUG-RELATED CRIME PROBLEM

	Potential Justice Populations				Justice Populations		
	Prevention & Intervention			Treatment & Aftercare	Public Safety, Offender Accountability, and Treatment — Law Enforcement / Probation / Intermediate Sanctions / Incarceration / Parole		
Target Populations / Purpose/Function	Primary Prevention	Targeted Prevention	Early Intervention	Treatment Intensity	Enforcement and Interdiction	Intervention	Treatment Intensity
Population Characteristics	Have Not Tried/ Experimented	Experimented or Member of a High Risk Group	Using But Not Dependent or Addicted	Dependent or Addicted	Apprehended for Violation of Drug Law(s)	Using But Not Dependent or Addicted	Dependent or Addicted
Identification Process	Total Population	Profile/Screen Risk Factors	Screen	Assessment (ASI)	Arrest	Screen/Assessment ASI / PSI / LSI	
**Corresponding Objective(s) in Utah Crime Reduction Plan	Objectives 2, 3, 4, 5 & 6	Objectives 3, 4, 5 & 6	Objectives 3, 4, 5 & 6	Objective 4	Objectives 1, 2, 3, 4, 5, 6 & 7	Objectives 3, 4 & 7	
Examples of Current Services/ Programs Available	•PK-12 Prevention Dimensions Curriculum and Teacher Training •Peer Leadership Programs •D.A.R.E. •Retailer Education •Community Education •Media Campaigns •Neighborhood Watch Programs	•Student Assistance Programs •Peer Helpers Program •Cornerstone Counseling Center Living Skills Program	•RAP - Risk Alternative Program •Neighborhood Housing Services - YouthWorks Program	•General Outpatient •Intensive Outpatient •Day Treatment •Social Detox •Residential Treatment ❖Low Intensity ❖Medium Intensity ❖High Intensity •Residential Support •Transition/Aftercare	•Controlled Substance Prescription Database •Multijurisdictional Drug Task Forces •Clandestine Lab Team •UHP DUI Squad •Cops in Shops •School Resource Officers •Seizure/Forfeiture •Checkpoints/Roadblocks •Underage Alcohol/ Tobacco Compliance Checks •Utah Law Enforcement Intelligence Network (ULEIN) •Enactment of/Amendments to Utah Drug Statutes •State-of-the-Art Alcohol/Drug Enforcement Equipment	•Youth Corrections Detention Screening & Referral Pilot: ❖Weber Valley ❖Salt Lake Valley ❖Slate Canyon •DUI School •Day Reporting Centers •CIAO -Community Interventions for Abusing Offenders •Adult Drug Board Hearing •Juvenile Drug Board Hearing	•Adult Drug Court •Juvenile Drug Court •Jail Diversion Programs •Prison Residential Treatment ❖Ex-Cell (Draper) ❖Con-Quest (Draper) ❖HOPE (Gunnison) •Jail Residential Treatment: ❖Davis County ❖Salt Lake County ❖Utah County

**Objectives Identified in Drug Section of Utah Crime Reduction Plan:

1. Increase our ability to decontaminate methamphetamine lab sites.
2. Control the sales of precursors used to manufacture methamphetamine.
3. Address community safety issues related to methamphetamine use and manufacturing.
4. Decrease the use of methamphetamine.
5. Decrease property crime associated with drug offenses.
6. Decrease school tobacco, alcohol and other drug abuse.
7. Provide adequate justice response to repeat drug offenders.

1 Increase Our Ability to Effectively Decontaminate Methamphetamine Lab Sites

Solutions

- Develop standards for determining when a meth lab site is "decontaminated."

- Increase personnel to existing multi-jurisdictional drug task forces (possibly combining with other task forces such as gang or property crime task forces).

- Develop collaboration among law enforcement agencies and share information about past or ongoing investigations.

- Obtain funding to assist with the costs associated with meth lab decontamination, possibly using forfeiture money.

- Encourage collaborative relationships among appropriate state, local, and federal agencies to ensure effective decontamination of lab sites.

- Provide training for apartment owners, landlords, and storage facility owners on how to identify possible meth labs on their property.

Substance Abuse Continuum Area Impacted
Enforcement and Interdiction

Other Issues

- Utah needs to track meth statistics directly, rather than using the synthetic or other drug definition provided by the Federal Bureau of Investigation.

- Separate data collection on opiates and cocaine.

Measurement

	1999	2000
Creation/implementation of a decontamination standard		
Funding resources available for decontamination		
Number of illegal labs seized		
Number of business trainings performed		
Number of participants in trainings		

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2 Regulate the Sales and Possession of Precursors Used to Manufacture Methamphetamine

Solutions

- Strengthen and broaden laws regulating sales and possession of meth precursors.

- Train business owners regarding precursors they may sell and to report large purchases of precursors.

- Develop a mechanism for businesses to report sales of meth precursors, including a statewide database to track sales of meth precursors.

- Develop collaborative efforts among law enforcement agencies and state agencies to share information about ongoing or prior investigations.

- Control the recipes for production of meth found on the Internet or other sources.

- Have USAAV monitor changes or adaptations of meth ingredients for precursor regulation purposes. This may include legislation to add new precursors as they emerge.

Substance Abuse Continuum Areas Impacted
Primary Prevention, Enforcement and Interdiction

Measurement

	1999	2000
Number of tips from retailers and citizens		
Development of a precursor sales tracking system		

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3 Address Community Safety Issues Related to Methamphetamine Use and Manufacturing

Solutions

- Increase public education and encourage public reporting regarding meth issues.

- Assist in forming neighborhood watches/patrols for crime in general and meth specifically.

- Enforce existing laws related to drug use and increase drug crime accountability.

- Implement Drug Courts and requisite treatment resources statewide.

- Provide timely prosecution of drug cases by increasing prosecution resources.

- Focus on every drug-related crime, including enforcement of intoxication and minor drug possession offenses.

- Automate communication between the Board of Pardons and Parole and law enforcement to allow officers to testify at Board hearings.

- Increase law enforcement personnel and equipment.

- Conduct research regarding the justice system from arrest to prosecution to conviction to jail time, etc. This research would identify current justice resources and the extent to which they are overburdened.

- Consider whether the development of mandatory minimum sentences for drug crimes are effective.

- Provide support and services to children removed from the home due to parental meth use/manufacture.

Substance Abuse Continuum Areas Impacted
Primary Prevention, Targeted Prevention, Early Intervention, Enforcement and Interdiction, Intervention/Treatment Intensity

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4   Decrease the Use of Methamphetamine

Solutions

- Increase elementary, middle, and high school prevention programs.

- Coordinate and share information regarding meth-related offenses among all law enforcement agencies.

- Promote vigorous enforcement, prosecution, and adjudication of meth offenses.

- Strengthen the seizure process.

- Track and share interstate and international data regarding precursor sales/arrests.

- Implement Drug Courts statewide, including requisite treatment resources.

- Increase meth treatment programs available in the community.

Substance Abuse Continuum Areas Impacted: Primary Prevention, Targeted Prevention, Early Intervention, Treatment and Aftercare, Enforcement and Interdiction, Intervention/Treatment Intensity

Measurement For Objective 3 and 4

	1999	2000
Number of identified meth labs		
Rate of meth use arrests in Utah		
Rate of meth sale/manufacture arrests in Utah		
Rate of drug selling/manufacture arrests in Utah		
Number of drug courts in operation		
Drug Court recidivism rates		
Conviction rate for meth use offenses		

5   Decrease Property Crime Associated With Drug Offenses

Solutions

- Increase prevention and early intervention programs in elementary, middle, and high schools. Develop a statewide coordinated effort for school prevention program curricula.

- Provide funding to schools to contract with local law enforcement for resource officers.

- Increase neighborhood watch/patrol and provide training for neighborhood watch officers, including training in rural areas.

- Educate citizens regarding how to properly mark their property (i.e. identification numbers, serial numbers, etc.).

- Educate businesses on proper check cashing policies and how to identify larceny/theft offenses in progress.

- Target enforcement efforts toward high crime areas via crime mapping. Included in this effort would be the implementation of community policing/problem solving.

- Establish mandatory pawn shop and swap meet participation in a database to cross check for stolen property.

- Permit federally funded drug task forces to address the combination of property crime and drug-related crime; this may include combining/sharing intelligence information, e.g. ULEIN.

- Increase and continue funding of multi-jurisdictional drug task forces. Increase personnel and equipment provided to these task forces. Include both federal and state funding.

- Increase highway patrol officers for drug interdiction.

- Ensure proper use of plea bargaining.

- Encourage the Department of Public Safety to assign officers to work in drug task forces. These "borrowed" officers would be managed under the rules/policies of the local agency.

- Standardize training of school resource officers through POST.

Substance Abuse Continuum Areas Impacted
Primary Prevention, Targeted Prevention, Early Intervention, Enforcement and Interdiction

Measurement

	1999	2000
Rate of total property crimes		
Rate of burglaries		
Rate of larceny/theft		
Rate of motor vehicle theft		
Rate of drug use arrests in Utah		
Rate of drug sales/manufacture arrests in Utah		
Changes in stolen and recovered property		
Monitor relationship between drug offenders and forgery offenses		

6   Decrease Tobacco, Alcohol, and Other Drug Abuse In Schools

Solutions

- Increase alcohol and tobacco enforcement programs to prevent shop owners from selling to minors.

- Link adult driver license suspension to straw purchases of alcohol (adult buying for minor).

- Enhance penalties for stores selling alcohol and tobacco to minors.

- Increase resource officers in schools.

- Swift, sure, and severe consequences for juvenile tobacco, alcohol, and other drug-related offenses.

- Improve information sharing between schools and law enforcement (in spirit of Serious Habitual Offender Comprehensive Action Program "SHOCAP" information sharing).

- Educate law enforcement on juvenile confidentiality issues.

- Increase prevention funding.

- Work with Natural Resources to staff state parks during the hours parties are occurring. Funding should be provided from the Legislature for overtime or more FTEs for Natural Resources.

- Hold parents accountable for illegal activity of their children.   Examine Fourth District program that holds parents in contempt of court (i.e. dependency court).

- Standardized training for school resource officers through POST.

- Consider interventions for tobacco offenses, due to its "gateway" status (e.g. Juvenile Tobacco Court).

- Review the Substance Abuse Continuum, developed by CCJJ, for missing pieces and unmet needs.

- Allow tobacco, alcohol, and other drug surveys to be conducted in school.

Substance Abuse Continuum Areas Impacted
Enforcement and Interdiction, Intervention/Treatment Intensity

Measurement

	1999	2000
Number of successful store compliance checks with regard to purchases by minors		
Juvenile arrest rates for tobacco, alcohol, and other drug-related offenses		
Examine data from the Incidence and Prevalence surveys		

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7   Provide Adequate Justice Response to Repeat Drug Offenders

Solutions

- Provide sufficient funding for treatment of drug offenders (both urban and rural).

- Examine sentencing guidelines to ensure drug offenders are receiving appropriate sanctions.

- Study system resource allocation, from arrest through AP&P.

- Create a habitual offender statute relating to repeat drug dealers and manufacturers, including mandatory prison sentences.

- Implement Drug Courts statewide.

- Ensure appropriate accountability among convicted felons for dirty urinalyses.

- Implement the Board of Pardons and Parole "Drug Board" concept.

- Conduct research examining why Utah has such a high meth offense rate.

Substance Abuse Continuum Areas Impacted
Enforcement and Interdiction, Intervention/Treatment Intensity

Measurement

	1999	2000
Arrest rate for drug related offenses		
Drug related re-offense rates among probationers and parolees		
Outcome data from day reporting centers and drug courts		
Drug Court recidivism rates		

Goal: Address Critical Family and Community Violence Issues

This section of the Utah Crime Reduction Plan focuses on the following family and community based crime issues: domestic violence, at-risk juveniles in Utah, gang activity, truancy, and parent and family accountability.

Domestic Violence

As the following graphics depict, Utah has a continuing domestic violence problem. The following data is based upon Utah law enforcement agencies reporting National Incident Based Reporting System (NIBRS) data. The data does not reflect statewide totals because only 45.8% of Utah's population is represented in NIBRS data. The remaining law enforcement agencies do not report this type of information.

Incident Based Reporting Domestic Violence Data: Utah 1998

	Spouse	Common-Law Spouse	Boy/Girl Friend	Ex-Spouse
Apparent Broken Bones	5	1	5	1
Possible Internal Injury	10	1	6	0
Severe Laceration	5	2	9	0
Apparent Minor Injury	1,236	197	988	75
Other Major Injury	7	0	11	1
Loss of Teeth	1	0	1	0
Unconsciousness	5	0	2	2
Total For All Injuries	**1,269**	**201**	**1,022**	**79**

1998 Domestic Violence Incidents per Age of Victim
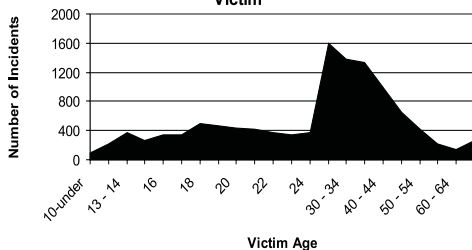
Domestic Violence Victim Age

Based upon the reporting agencies, victims of domestic violence cluster around the ages of 25 to 45. A large portion of victims are older than 45 years.

1998 Domestic Violence Incidents Totals
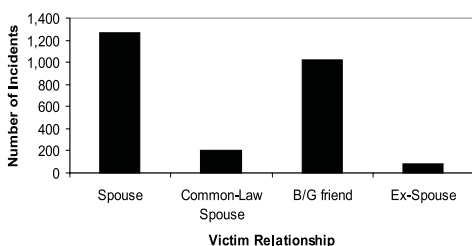
Total Domestic Violence Incidents

The reporting agencies identified a total of 2,571 incidents of domestic violence. Nearly half of the victims were spouses. Another large percentage (39.8%) was boyfriends or girlfriends.

1998 Domestic Violence Incidents Involving Apparent Broken Bones to the Victim

Number of Incidents

Victim Relationship
(Spouse, Common-Law Spouse, B/G friend, Ex-Spouse)
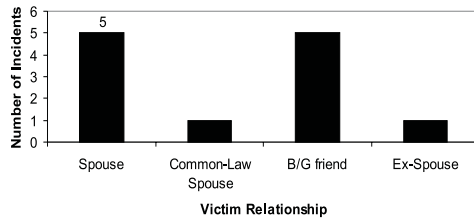
Domestic Violence: Broken Bones
In 12 of the incidents (0.5%), the victims suffered a broken bone.

1998 Domestic Violence Incidents Involving Possible Internal Injuries to the Victim

Number of Incidents

Victim Relationship
(Spouse, Common-Law Spouse, B/G friend, Ex-Spouse)
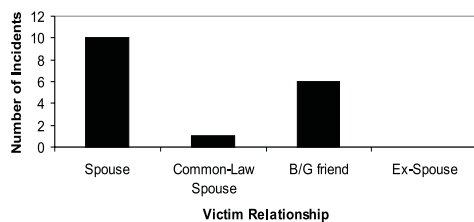
Domestic Violence: Internal Injury
In 17 of the incidents (0.7%), the victims suffered possible internal injury.

1998 Domestic Violence Incidents Involving Severe Lacerations to the Victim

Number of Incidents

Victim Relationship
(Spouse, Common-Law Spouse, B/G friend, Ex-Spouse)
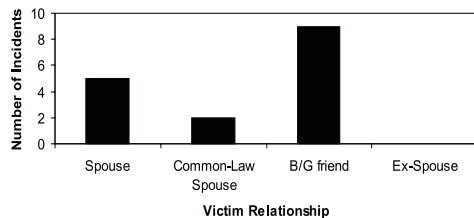
Domestic Violence: Severe Lacerations
In 16 of the incidents (0.6%), the victims suffered severe lacerations.

1998 Domestic Violence Incidents Involving Apparent Minor Injury to the Victim

Number of Incidents

Victim Relationship
(Spouse, Common-Law Spouse, B/G friend, Ex-Spouse)
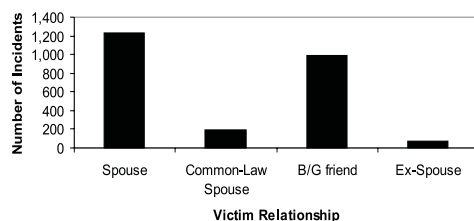
Domestic Violence: Minor Injury
In 2,496 of the incidents (97.1%), the victims suffered apparent minor injury.

**1998 Domestic Violence Incidents Involving
Another Major Injury to the Victim**
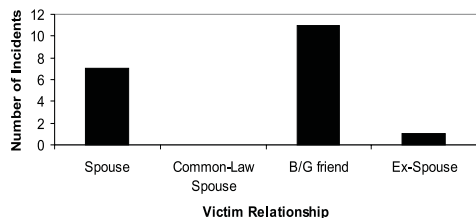
Domestic Violence: Other Major Injury
In 19 of the incidents (0.7%), the victims suffered various other major injuries.

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1   Reduce Domestic Violence Offenses

Solutions

- Child witnesses of violence (not just domestic violence) should be identified, evaluated, and provided treatment and counseling.

- Teach children nonviolence and conflict resolution skills.

- Track domestic violence offenses statewide so that repeat offenders and child witnesses can be identified.

- Train officers to identify and assist child witnesses.

- Prevent purchase and possession of firearms by individuals convicted of serious violent misdemeanors.

- Increase treatment resources for domestic violence victims and perpetrators.

- Determine if mandatory jail/prison sentences for repeat domestic violence offenders are effective.

- Educate law enforcement on INS authority to take custody of domestic violence offenders who are illegal aliens.

- Conduct a victimization survey to assess the level of domestic violence in Utah.

- Encourage the use of the habitual offender statute for domestic violence offenses.

- Discover how the medical community responds to law enforcement regarding domestic violence victims.

Measurement

	1999	2000
Reduction in juvenile crime and arrests (long term)		
Percent of witnesses that receive services		
Reduction in school crime		
Completion of database		
Passage of law to prohibit domestic violence offenders from possessing a weapon		
Reduction of firearms being used in domestic violence incidents		
Number of new agencies that provide treatment		
Number of offenders treated		
Number of victims treated		
Percent of repeat offenders sentenced to jail		

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2 Increase Domestic Violence Training For Law Enforcement Officers and Manage the Public's Expectations Regarding Law Enforcement's Response to Domestic Violence Offenses

Solutions

- Law enforcement agencies should identify officers to receive advanced training on domestic violence.

- Domestic violence training should be modified to include cultural issues.

- Increase the number of domestic violence advocates to work with law enforcement and victims.

- Educate the public about mandatory arrest laws for domestic violence offenses.

- Provide additional training on the state's stalking law.

- Allow the issuance of a civil protective order in stalking cases.

- Train justice court judges on domestic violence to encourage mandating treatment for those served with protective orders.

Measurement

	1999	2000
Number of trainings provided for law enforcement agencies		
Number of officers receiving domestic violence training		
Number of domestic violence advocates		
Number of Public Service Announcements (PSAs) aired		
Number of educational presentations provided		
Number of individuals attending presentations		
Number of trainings provided about stalking laws		
Number of individuals trained about stalking laws		
Passage of law providing issuance of protective orders for stalking cases		
Number of trainings provided to justice court judges		
Number of judges trained		
Percentage of protective orders with treatment mandates		
Percentage of offenders who complete treatment		
Percentage of offenders found in contempt of court		

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3   Increase the Identification of Youth At Risk and Provide Them With Prevention and Early Intervention Services

Solutions

- Provide training to teachers on how to identify youth with problem behaviors and refer them to counseling and/or other services.

- Train School Resource Officers on early identification of problem youth.

- Develop a Pre-SHO (Serious Habitual Offender) program.

- Encourage information sharing between the at-risk and delinquent youth database and the protective orders database.

- Encourage vigilant enforcement of alcohol, tobacco, and other drug laws.

- Increase use of youth courts and similar programs to hold first-time misdemeanor alcohol and tobacco offenders that cannot be dealt with in courts accountable.

- Require completion of risk/needs assessments at schools of youth exhibiting behavioral problems and sharing of those assessments with appropriate agencies.

- Increase the number of school counselors in elementary, middle, and high schools.

- Focus resource officers in Middle and High Schools and focus counselors in elementary schools.

- Look for a national standard regarding ideal/recommended ratios of resource officers or counselors to students. If one doesn't exist, develop a standard.

- Develop preschool prevention programs.

- Encourage the development of more youth mentoring programs.

Measurement

	1999	2000
Number of trainings provided for teachers		
Number of teachers trained		
Number of students referred to counseling and/or services		
Number of trainings provided for school resource officers (SROs)		
Percent of schools with SROs		
Number of SRO's trained		
Number of counties with pre-SHO program		
Complete implementation of a database system to share information		
Number of alcohol, tobacco, and other drug violations (over the long term)		
Percentage that complete youth court/juvenile court requirements		
Number of repeat offenders		
School survey of tobacco, alcohol and other drug usage		
Number of risk assessments completed		
Number of referrals to Local Interagency Councils		
Number of teacher trainings completed		
Number of new school counselors		
Percentage of schools with counselors		
Counselor to student ratio		

4   Reduce Gang Activity

Solutions

- Encourage expansion of the SHOCAP (Serious Habitual Offender Comprehensive Action Program) statewide.

- Establish user friendly data systems to facilitate sharing of gang data.

- Implement and expand gang prevention programs.

- Expand the number of gang-trained officers and increase the number of dedicated gang officers. Provide overtime for officers for gang enforcement.

- Encourage enforcement of existing curfew laws.

- Examine SHOCAP criteria and consider the appropriateness of changing it from a conviction criterion to a referral criterion.

Measurement

	1999	2000
Number of SHOCAP counties		
Number of data systems user complaints		
Number of officers utilizing/inputting data		
Number of gang prevention officers trained		
Number of gang crimes at school		
Number of gang trainings provided		
Number of total gang offenses		
Number of juvenile arrests after curfew hours		
Number of juvenile crimes committed by SHOCAP youth		

5   Reduce Truancy and Develop Partnerships Between Schools and Law Enforcement

Solutions

- Enforce new truancy law and hold parents accountable. Educate teachers, officers, and prosecutors on how to enforce the new law. Track utilization of the new law.

- Expand the number of School Resource Officers and identify the role of officers in individual schools.

- Utilize youth cadet graduates as "school resource officers."

- Establish in-school receiving centers that keep truant students until 5:00 pm.

- Implement daytime curfews.

- Require all schools to have closed campuses.

- Develop in-school suspension programs.

Measurement

	1999	2000
Number of truants		
Number of daytime calls for service regarding truants		
Number of daytime burglaries & other crimes normally associated with juveniles		
Percentage of schools with resource officers		
Percentage of schools with resource or cadet officers		
Percentage of cities/counties with truancy centers		
Number of repeat truancy offenders		
Number of school offenses/behavioral issues		

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Juvenile Arrests In Utah

The following table and graphs depict Utah's juvenile arrest rates from 1988 through 1998.

Utah Juvenile Arrest Rate Per 100,000: 1988 to 1998											
	1988	**1989**	**1990**	**1991**	**1992**	**1993**	**1994**	**1995**	**1996**	**1997**	**1998**
Violent Crime	293.2	197.0	306.2	310.8	367.0	352.9	345.0	309.8	256.5	256.0	314.6
Murder	0.8	1.1	2.2	3.1	2.0	2.3	2.6	2.3	3.0	4.0	4.6
Forcible Rape	13.1	13.0	20.0	24.1	25.6	30.2	18.0	12.4	12.1	17.2	35.2
Robbery	33.9	26.7	32.8	46.9	56.3	45.8	65.7	73.2	52.8	38.4	30.3
Aggravated Assault	245.5	156.2	251.1	236.7	283.0	274.6	258.7	221.9	188.6	196.4	244.5
Property Crime	4,945.5	3,684.1	5,489.2	5,733.3	5,892.8	5,294.5	4,703.0	4,479.7	3,606.4	3,314.4	3,595.9
Burglary	609.2	499.8	628.4	581.8	670.4	614.2	485.6	378.1	348.9	285.1	323.3
Larceny/Theft	3,993.0	2,904.0	4,459.9	4,699.4	4,695.0	4,215.2	3,774.0	3,663.0	2,878.4	2,744.9	3,003.3
Motor Vehicle Theft	295.9	238.6	354.3	394.4	453.3	423.6	390.8	366.0	336.1	249.4	228.9
Arson	47.3	41.6	46.7	57.7	74.1	41.5	52.6	72.5	43.0	35.1	40.4
TOTAL CRIME	**5,238.7**	**3,881.1**	**5,795.3**	**6,044.2**	**6,259.7**	**5,647.4**	**5,048.0**	**4,789.5**	**3,862.9**	**3,570.4**	**3,910.5**
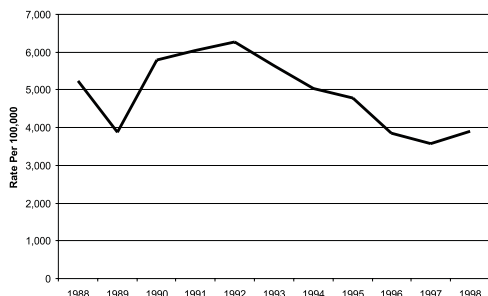
Total Juvenile Arrest Rate

Utah's total index juvenile arrest rate has been decreasing throughout the past decade, showing a modest increase during 1998. The rate in 1998 was 25.4% lower than the 1988 rate.
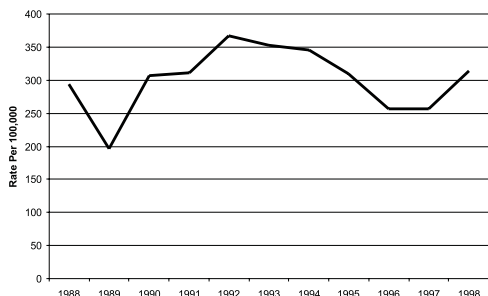
Juvenile Violent Crime Arrest Rate

Utah's juvenile violent crime arrest rate increased sharply in 1998. The rate in 1998 was 7.3% higher than the 1988 rate.
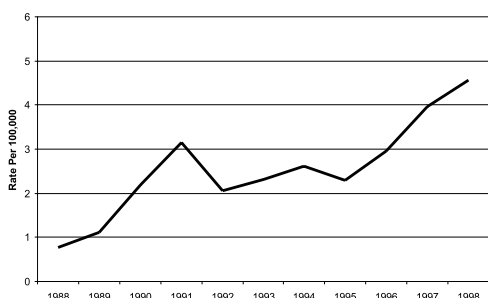
Juvenile Murder Arrest Rate

Utah's juvenile murder arrest rate has been increasing during the past decade. The 1998 rate was 492% higher than the 1988 rate. However, due to the low number of murder offenses, it should be noted that a small increase in murder can dramatically increase the murder rate.
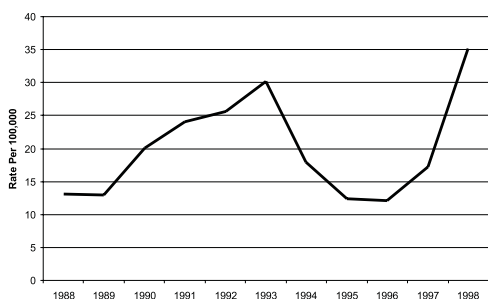
Juvenile Rape Arrest Rate

Utah's juvenile arrest rate for forcible rape increased dramatically during 1998. The 1998 rate was 169% higher than the 1988 rate.
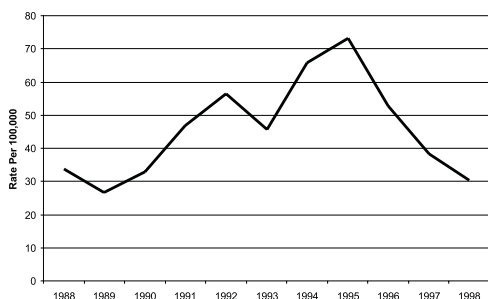
Juvenile Robbery Arrest Rate

Utah's juvenile robbery arrest rate continues to decrease. Compared to the 1988 rate, the 1998 juvenile robbery arrest rate was 10.6% lower.
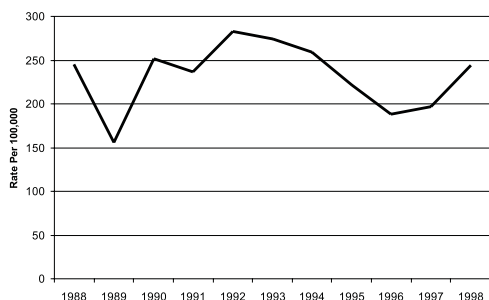
Juvenile Aggravated Assault Arrest Rate

In 1998, Utah's juvenile aggravated assault arrest rate increased. The 1998 rate was 0.4% lower than the 1988 rate.
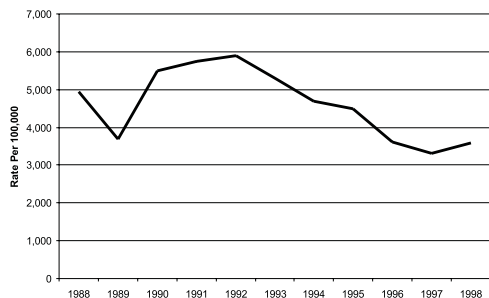
Juvenile Property Crime Arrest Rate

Utah's juvenile property crime arrest rate decreased during most of the last decade. After an increase in 1998, the rate was 27.3% lower than the 1988 rate.
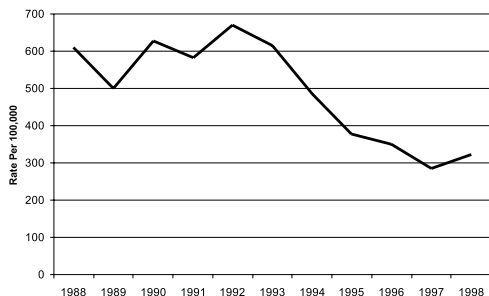
Juvenile Burglary Arrest Rate

Utah's juvenile burglary arrest rate fell dramatically between 1992 and 1997. The rate increased in 1998, but was still 46.9% lower than the 1988 rate.
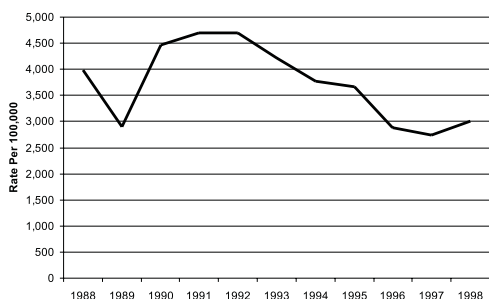
Juvenile Larceny/Theft Arrest Rate

Utah's juvenile larceny/theft arrest rate gradually fell between 1992 and 1997. After increasing in 1998, the arrest rate was 24.8% lower than the 1988 rate.
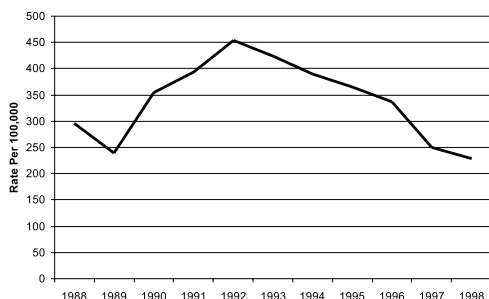
Juvenile Motor Vehicle Theft Arrest Rate

Utah's juvenile arrest rate for motor vehicle theft decreased continually in the last decade. The 1998 rate was 22.6% lower than the 1988 rate.
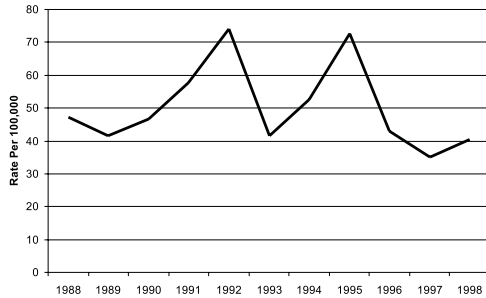
Juvenile Arson Arrest Rate

Utah's juvenile arson arrest rate was relatively unstable during the last decade. The 1998 rate did increase and was 14.7% lower than the 1988 rate.

6 Increase Parent and Family Involvement and Accountability For Juvenile Delinquency

Solutions

- Utilize the new truancy law to hold parents accountable and educate parents and students about the new law.

- Provide Juvenile Contact Report letters to parents notifying them of their child's contact with law enforcement.

- Teach law-related education to parents and students that includes violence prevention, domestic violence issues, tobacco/alcohol/other drug, and gang prevention.

- Utilize tutors and mentors as liaisons between parents, students, and law enforcement.

- Mandate that parents and their students attend a school policies orientation.

- Provide additional parenting skills classes.

- Increase parental liability for juvenile behavior from $2,000 to $25,000.

- A parent empowerment program should be implemented, and a working group convened to address parent discipline issues.

Measurement

	1999	2000
Number of truants		
Number of repeat offenders		
Percentage of youth who meet court sanctions		
Number of total juvenile arrests		
Number of parents/students trained		
Number of school behavioral referrals		
Percentage of schools with parent advocates		

Measurement (Continued)

	1999	2000
Percentage of parents/students that attend orientation		
Number of parenting programs available		
Passage of law increasing parental liability		

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Other Issues

- Include law enforcement officer's input in juvenile pre-sentence reports.

- Provide notification/input of law enforcement prior to release of violent juvenile offenders.

- Develop policies and procedures for law enforcement to share model programs.

- Look at juvenile issues, in some cases, as family issues. Is there a family problem rather than just a juvenile problem? (Family court, family constellations)

Goal: Utilize Data Sharing, Technology, and Cooperative Communication to Enhance Public Safety and Improve the Justice System's Response

The following table and graphics depict the rate of reporting to Utah's Criminal History System. This data is key in the criminal justice system because each record is tied to a fingerprint, ensuring an accurate picture of the arrestee at booking and offender at sentencing.

Utah Criminal History Reporting: 1984 to 1997

	Felonies		Possible Felonies		Misdemeanors	
	With Disposition	Without Disposition	With Disposition	Without Disposition	With Disposition	Without Disposition
1997*	77.57%	22.43%	62.31%	37.69%	47.50%	52.50%
1996	91.54%	8.46%	65.81%	34.19%	46.18%	53.82%
1995	94.76%	5.24%	67.03%	32.97%	48.29%	51.71%
1994	93.96%	6.04%	71.42%	28.58%	56.62%	43.38%
1993	93.17%	6.83%	67.38%	32.62%	53.62%	46.38%
1992	93.38%	6.62%	64.30%	35.70%	53.34%	46.66%
1991	94.29%	5.71%	67.07%	32.93%	59.53%	40.47%
1990	93.50%	6.50%	75.14%	24.86%	74.86%	25.14%
1989	91.30%	8.70%	49.45%	50.55%	64.21%	35.79%
1988	70.57%	29.43%	50.06%	49.94%	65.92%	34.08%
1987	69.06%	30.94%	56.76%	43.24%	65.95%	34.05%
1986	61.49%	38.51%	61.80%	38.20%	73.18%	26.82%
1985	68.18%	31.82%	72.08%	27.92%	76.44%	23.56%
1984	56.85%	43.15%	58.99%	41.01%	72.70%	27.30%

* Full reporting of offenses with dispositions take a few years to be complete. Therefore the 77.6% is likely going to be much higher when 1998 numbers are available.
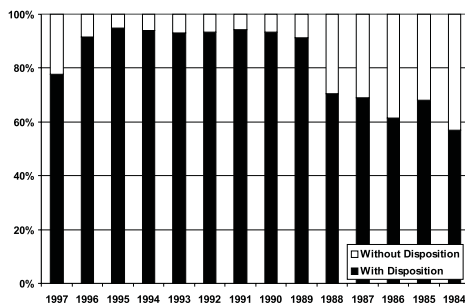
Felony Reporting to the Criminal History File
Recent technology coupled with research has helped Utah achieve one of the highest felony reporting rates in the country. In Utah, felony arrests have over a 90% disposition reporting rate since 1989.
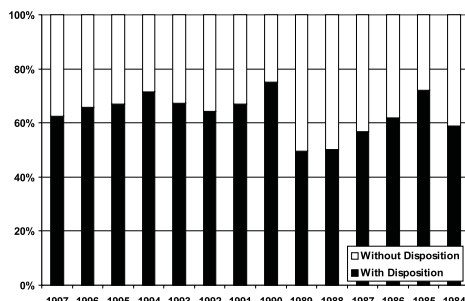
"Probable Felony" Reporting to the Criminal History File
Disposition reporting rates for "probable felonies" has consistently lagged behind felony reporting rates.
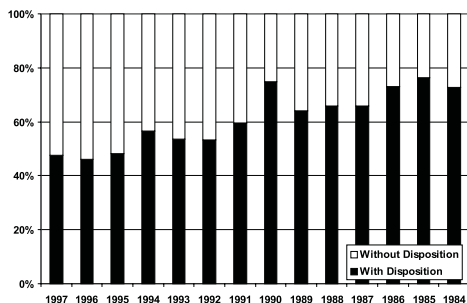
Misdemeanor Reporting to the Criminal History File

Utah's misdemeanor disposition reporting rate peaked in 1990 at 75%. Since that time, the rate has fallen into the 55% range.

1 Increase Shared Data Among Justice Agencies

Solutions

- Develop a technology standard for record management systems to share information.

- Identify funding sources to allow purchase of new computer and communications technologies.

- Institute a technical users group to explore methods, technologies, and standards to share electronic information.

- Develop a steering group to decide what kind of data needs to be shared and what can/cannot be shared.

- Pursue and maintain an integrated justice information system.

- Modify ULEIN to incorporate a "pointer index" to allow better information sharing.

- Promote data sharing with local administrative bodies and the state legislature.

- Use existing user groups to encourage vendor cooperation in universal data standards.

- Explore the development of a Utah Justice Data Warehouse by gathering systemic justice data into one location.

Measurement

	1999	2000
Number of agencies involved in developing data standards		

2 Implement Incident Based Reporting System (NIBRS) Statewide

Solutions

- Develop data standards to uniformly collect NIBRS data.

- Provide training for the conversion from Uniform Crime Reporting to Incident Based Reporting.

- Clarify the differences in the classification of crimes in NIBRS and State/Local Codes.

- Develop standards for doing local and regional crime mapping (Geographic Information Systems).

- Provide funding assistance to law enforcement agencies to convert to NIBRS.

- Assess and improve the quality of NIBRS data currently being reported.

Measurement

	1999	2000
Percentage of the state's population covered by NIBRS reporting		

3   Improve the Statewide Warrants System

Solutions

- Improve data quality in the Statewide Warrants System (timeliness of data entry/updates).

- Guarantee transportation of the offender if the warrant is on the system.

- Prevent those with outstanding warrants from obtaining a driver license, automobile registration, tax refunds, support payments, etc.

- Study the possibility of using the Department of Corrections in conjunction with local transportation methods to provide statewide transportation of individuals with outstanding warrants.

- Ensure that local obligations have been resolved prior to notifying the transporting agency.

Measurement

	1999	2000
Percentage increase in pick-up and transportation of offenders		

4   Increase Justice Court reporting of dispositions to the Criminal History File

Solutions

- Mandate electronic reporting of dispositions from the Justice Courts.

- Request funding from the Legislature to develop and deploy a Justice Court Information System.

- Create an interface between law enforcement record management systems and the Justice Court information systems.

- Allow Justice Courts to post and recall warrants on the electronic system.

- Improve financial tracking and collection disclosure from the Justice Courts.

5   Improve the Quality and Completeness of the Criminal History File and Improve Fingerprinting Technology and Statewide Identification Processes

Solutions

- Research and update missing dispositions.

- Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.

- Improve the ability to track dispositions, current legal status, and custodial history.

- Provide direct access to criminal history data by court and field law enforcement personnel.

- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.

- Integrate live-scan technologies into the booking process to increase the timeliness and quality of fingerprints.

Measurement For Objectives 4 and 5

	1999	2000
Percentage of misdemeanor dispositions in the Criminal History File		
Percentage of felony dispositions in the Criminal History File		

6   Provide Better Technology to Law Enforcement

Solutions

- Develop a procedure to transfer used technology resources from agencies who acquire new technology to law enforcement agencies without technology resources.

- Eliminate data access fees charged to local law enforcement agencies.

- Eliminate telecommunication fees charged to local law enforcement agencies.

- Provide crime mapping technology to local law enforcement agencies.

7 Allow For Efficient Voice and Data Communications Between Agencies

Solutions

- Help implement 800 MHz Land Mobile Communications.

- Provide connectivity between law enforcement agencies' record management systems.

- Upgrade network hardware and software to implement NCIC 2000.

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8 Facilitate Local Agency Data Sharing and Improve General Criminal Justice Data Quality

Solutions

- Produce a comprehensive data dictionary to be used for all future justice information system designers.

- Complete an annual comprehensive data quality audit.

- Create an integrated system for prosecutor case management.

- Implement a Criminal Justice Data Warehouse.

- Create and continually update a state criminal justice technology plan.

- Continue to fund the development/improvement/creation of state justice information systems.

- Continually maintain an integrated justice information system.

- Explore the development of an automated victim notification system.

- Explore the possibility of linking Utah's jail management systems together.

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Other Issues

- Develop a plan to allow broader access to DNA coding.

Goal: Increase Justice System Accountability and Provide Adequate Resources to Support Utah's Criminal and Juvenile Justice System

The following tables and charts provide a first glance look at justice resources in Utah, in some cases by geographic distribution:

Utah Law Enforcement Officers: 1988 to 1998											
	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Total Full-time Officers	2,620	2,689	3,025	3,129	3,416	3,449	3,597	4,072	4,239	4,501	4,685
Correctional Officers					538	472	512	620	612	738	849
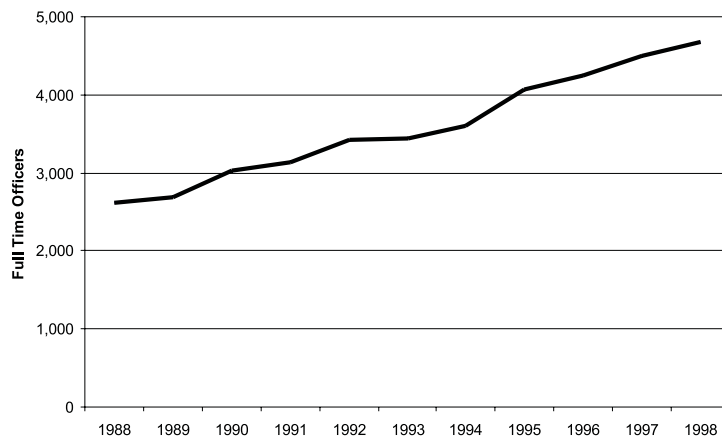
Total Full-time Officers

The number of full-time law enforcement officers increased steadily during the last decade. This number increased 78.8% from 2,620 in 1988 to 4,685 in 1998. This includes correctional officers and highway patrol officers.
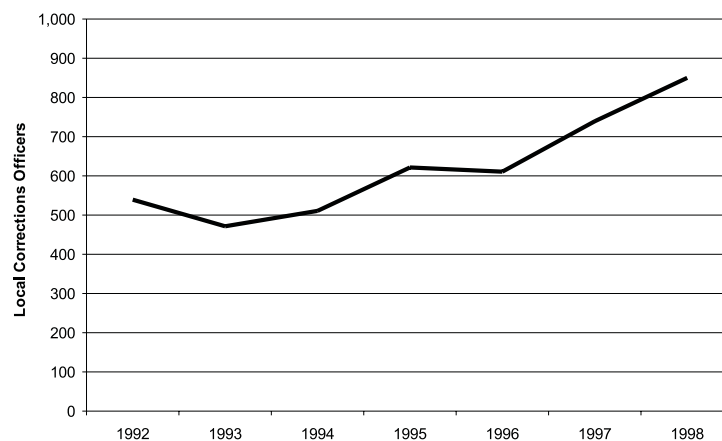
County Jail Correctional Officers

Correctional officers include those officers working in county-run jail facilities.   The number of these officers increased by 57.8% between 1988 and 1998. "Correctional officers" does not include correctional officers working for the State Department of Corrections.

Utah has a total of 5,108 jail beds. Of these, 1,044 jail beds have been offered to the Utah Department of Corrections on contract.

Utah Jail Capacity and Utah Department of Corrections Contracts

	County Jail Capacity	Contracted Beds Offered to Corrections	Corrections FY2000 Budgeted Contract Beds
Beaver	194	160	145
Box Elder	164	56	48
Cache	77	11	6
Carbon	81	12	9
Dagget	84	60	52
Davis	484	0	0
Duchesne	160	149	133
Emery	48	0	0
Garfield	16	8	23
Grand	43	12	5
Iron	166	0	0
Juab	54	0	0
Kane	18	8	5
Millard	115	68	58
Morgan	0	0	0
Piute	0	0	0
Rich	0	0	0
Salt Lake	1,500	0	0
San Juan	92	61	50
Sanpete	44	8	5
Sevier	148	84	70
Summit	94	16	4
Tooele	81	1	1
Uintah	104	32	18
Utah	566	0	0
Wasatch	77	48	44
Washington	400	250	180
Wayne	0	0	0
Weber	298	0	0
TOTAL	**5,108**	**1,044**	**856**

Geographic Distribution of Jails In Utah

Total Statewide Jail Beds: 5,108
Total Jail Contract Beds Offered to Corrections: 1,044

Legend

Shaded Counties Have Jail Facility
Jail Total Capacity
Contract Beds Being Offered To Corrections

Cache
77
11

Rich

298
0
Weber

Box Elder
164
56

Davis
484
0

Morgan

Daggett **84**
60

Summit
94
16

Salt Lake
1500
0

Tooele
81
1

Wasatch
77
48

Duchesne
160
149

Uintah
104
32

Utah
566
0

Juab
54   0

Carbon
81
12

Sanpete
44
8

Millard
115
68

Emery
48
0

Grand
43
12

Sevier
148
84

Beaver
194
160

Piute

Wayne

Iron
166
0

Garfield
16
8

San Juan
92
61

Washington
400
250

Kane
18
8

Jail figures provided by the Utah Department of Corrections

Utah Prosecutors

Cache
Rich
Box Elder
Weber
Davis
Morgan
Summit
Daggett
Salt
Uintah
Too...

Utah Prosecution

28	County Attorneys
1	District Attorney
14	Attorney General Criminal Division
14	Attorney General Criminal Appeals Division
2	Attorney General Children's Justice Division
4	Attorney General Consumer Rights Division
1	Attorney General Environmental Division
1	Securities Division Attorney
95	Deputy County Attorneys
55	City Attorneys With Prosecution Responsibilities

215 Full-time Equivalent State Prosecutors

1	United States Attorney
20	Assistant U.S. Attorneys With Prosecution Responsibilities
1	National Guard
4	Defense Department
2	Indian Reservation/Native American

28 Federal Prosecutors

Grand
San Juan
Washington
Kane

Utah Department of Corrections: Prison Distribution

Total Prison Beds: 4,584
Increase FY1994 to FY1999: 54.1%

Box Elder

Cache

Rich

North Point 572
South Point 2,482
Camp Williams 210
Promontory 400
Draper Total 3,664

Weber

Davis

Salt
Lake

Daggett

Tooele

Wasatch

Utah

Duchesne

Uintah

Juab

Carbon

Gunnison 830

Sanpete

Millard

Emery

Grand

Sevier

Beaver

Piute

Wayne

Iron County 90

Iron

Garfield

San Juan

Washington

Kane
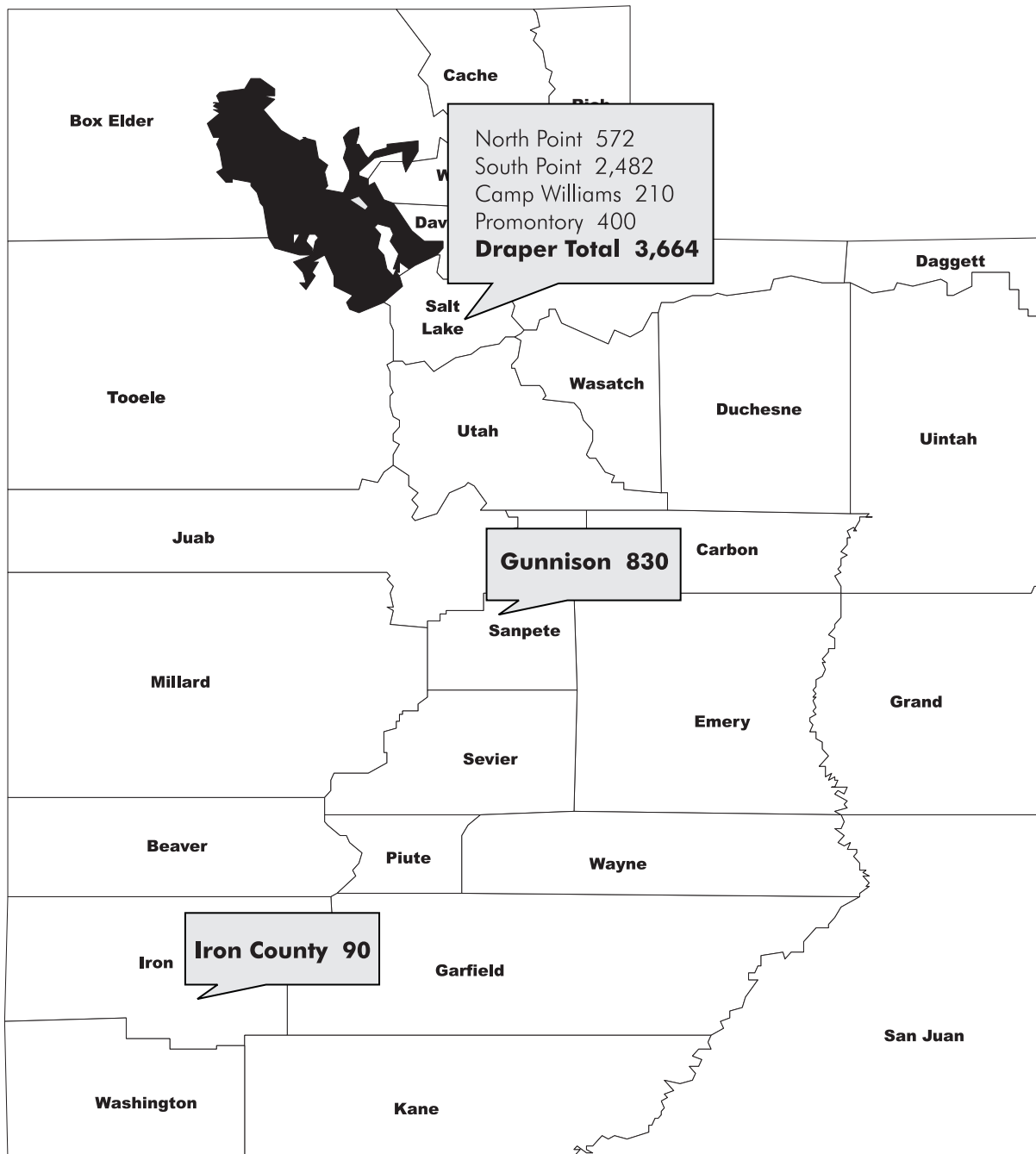
Utah Department of Corrections: Community Correctional Centers (CCC)

Total CCC Beds: 342
Increase FY1994 to FY1999: 24.8%

Northern Utah 154

Bonneville 68
Orange Street 60
Fremont 60
Salt Lake Total 188

Box Elder

Cache

Weber

Davis   Morgan

Summit

Daggett

Salt Lake

Wasatch

Duchesne

Uintah

Tooele

Utah

Juab

Carbon

Sanpete

Millard

Grand

Emery

Sevier

Beaver

Piute   Wayne

Iron

Garfield

San Juan

Washington   Kane
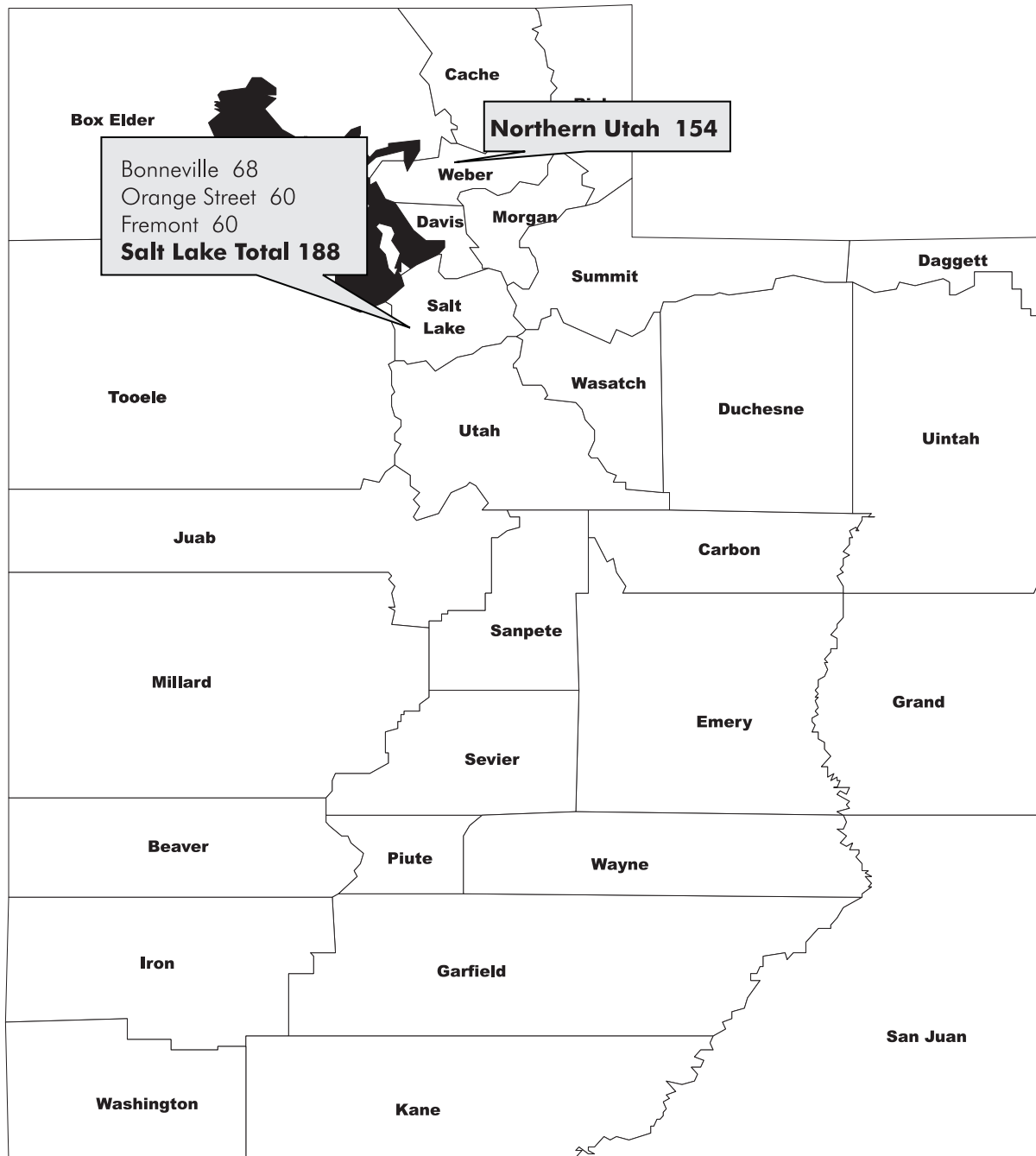
Utah Department of Corrections: Jail Contract

Total Jail Contract Beds: 856
Increase FY1994 to FY1999: 245.1%

Cache
6

Rich

Box Elder
48

Weber

Davis   Morgan

Daggett   52

Summit
4

Salt
Lake

Tooele
1

Wasatch
44

Utah

Duchesne
133

Uintah
18

Juab

Carbon
9

Sanpete
5

Millard
58

Emery

Grand
5

Sevier
70

Beaver
145

Piute

Wayne

Iron

Garfield
23

San Juan
50

Washington
180

Kane
5

Utah Division of Youth Corrections: Detention Centers

Total Detention Beds: 302
Increase FY1994 to FY1999: 93.6%

Cache County 8

Cache

Rich

Box Elder

Weber Valley 34

Weber

Farmington Bay 24

Davis   Morgan

Salt Lake 160

Uintah Basin 4

Daggett

Summit

Salt
Lake

Slate Canyon 38

Wasatch

Tooele

Duchesne

Utah

Uintah

Carbon/Emery 6

Juab

Carbon

Sanpete

Millard

Central Utah 4

Grand

Emery

Sevier

Beaver

Piute

Wayne

Southwest Utah 10

Iron

Garfield

Canyonlands 4

San Juan

Washington County 10

Washington

Kane

Utah Division of Youth Corrections:
Observation and Assessment (O & A) Slots

Total O & A Beds: 126
Increase FY1994 to FY1999: 129.2%

Brigham City 12

Cache County 8

Cache

Rich

Box Elder

Monroe St. 26

Weber

Farmington Bay 18

Davis   Morgan

Daggett

39th South 22
Copper Hills 24

Summit

Salt
Lake

Tooele

Springville 16

Duchesne

Uintah

Utah

Juab

Carbon

Sanpete

Millard

Grand

Emery

Sevier

Beaver

Piute

Wayne

Iron

Garfield

San Juan

Washington

Kane
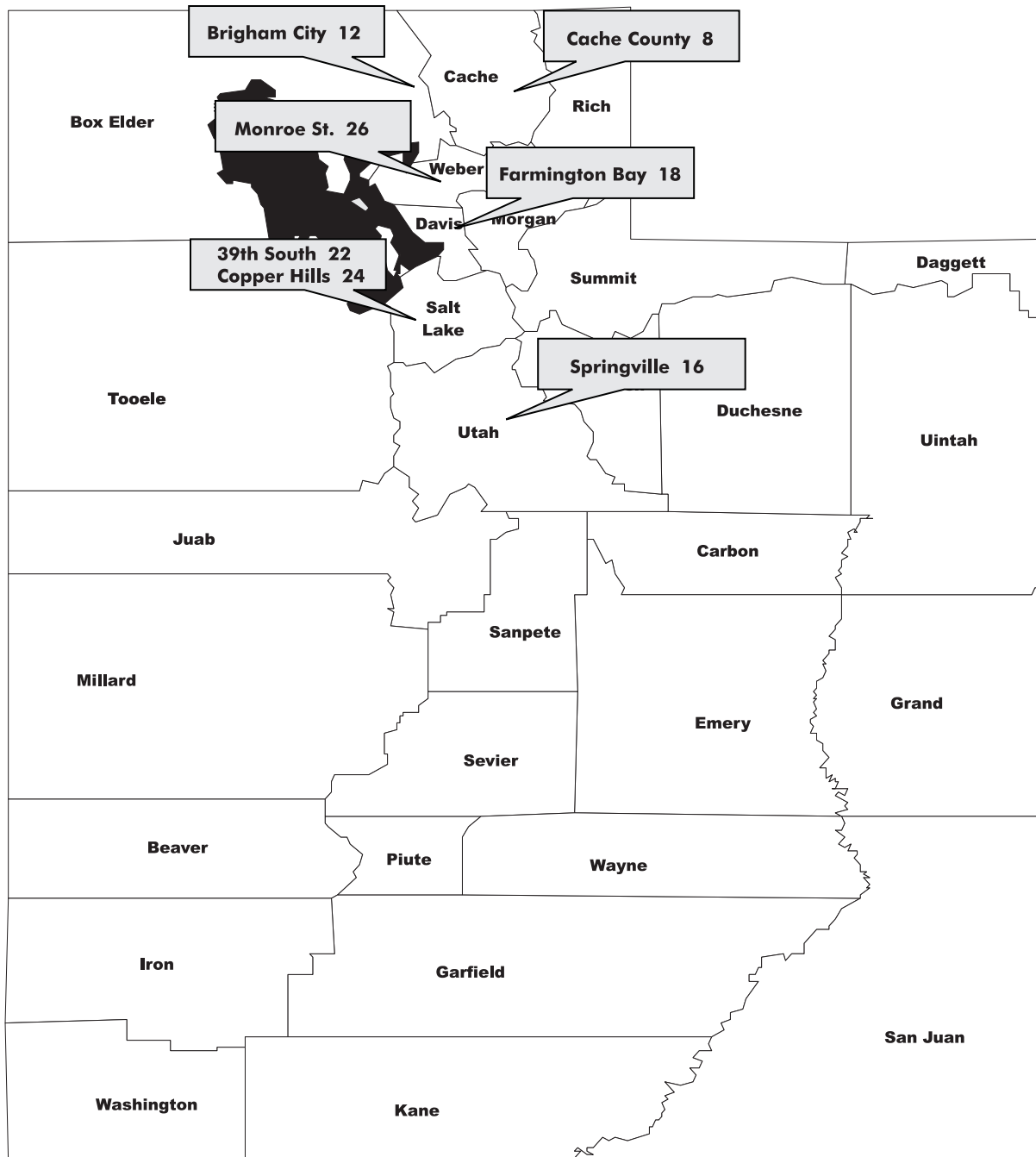
Utah Division of Youth Corrections: Work Camps

Total Work Camp Beds: 72

Cache

Rich

Box Elder

Weber

Davis

Morgan

Genesis 72

Daggett

Summit

Salt Lake

Wasatch

Duchesne

Tooele

Utah

Uintah

Juab

Carbon

Sanpete

Millard

Grand

Emery

Sevier

Beaver

Piute

Wayne

Iron

Garfield

San Juan

Washington
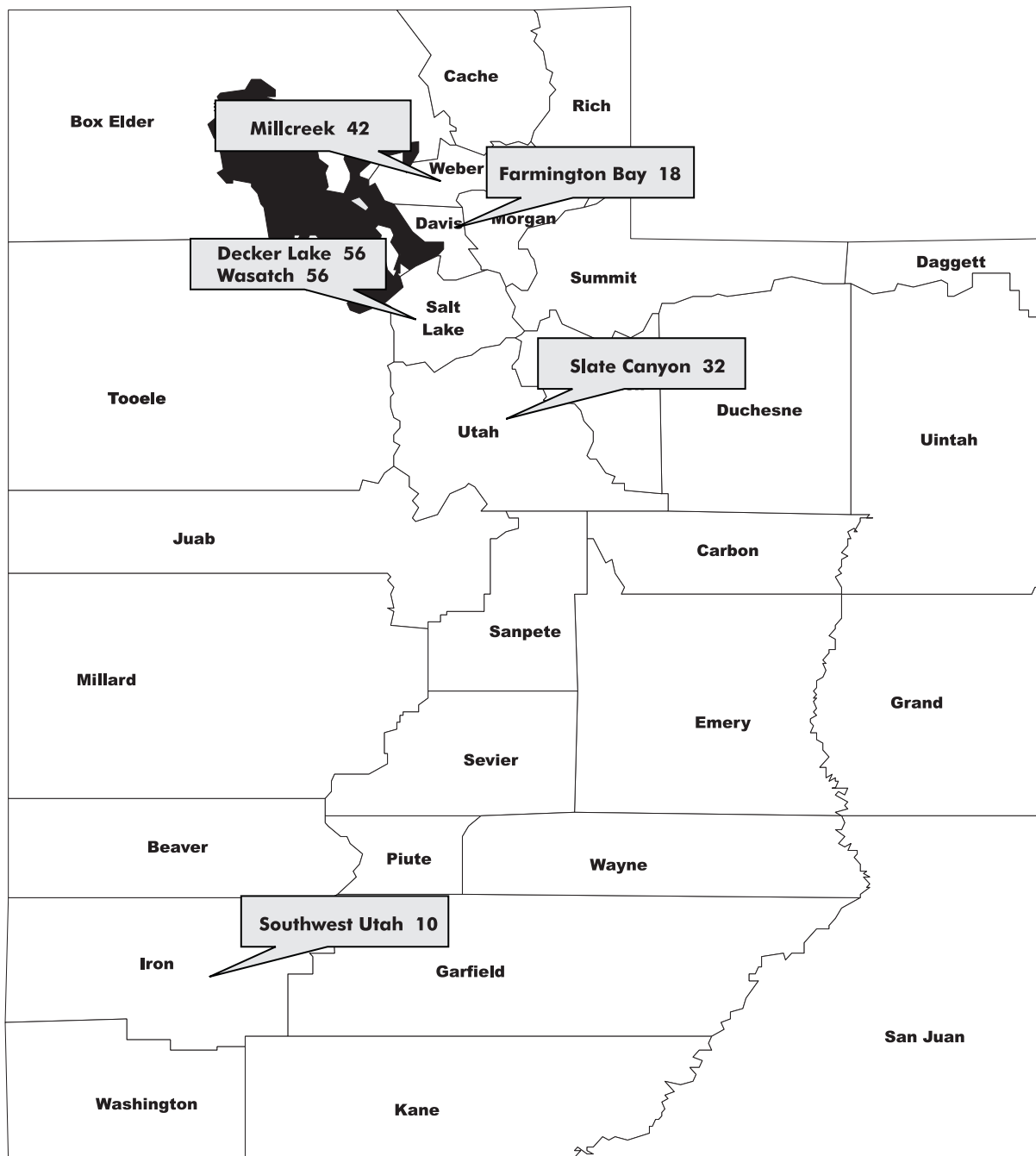
Kane

Utah Division of Youth Corrections: Secure Facilities

Total Secure Facility Beds: 214
Increase FY1994 to FY1999: 168.8%

Cache

Rich

Box Elder

Millcreek 42

Weber

Farmington Bay 18

Davis

Morgan

Decker Lake 56
Wasatch 56

Summit

Daggett

Salt
Lake

Slate Canyon 32

Tooele

Duchesne

Uintah

Utah

Juab

Carbon

Sanpete

Millard

Grand

Emery

Sevier

Beaver

Piute

Wayne

Southwest Utah 10

Iron

Garfield

San Juan

Washington

Kane

1   Increase Adult Jail Bed Space and Juvenile Detention Bed Space Where Needed

Solutions

- Explore the pros and cons of a formula to make jail beds proportional to county populations.

- Develop short-term/long-term plans for bed requirements.

- Provide more juvenile beds and make them geographically accessible.

- Expand the list of detainable juvenile offenses.

- Establish juvenile sections, with sight and sound separation, in county jails.

- Provide Video Arraignment technology in juvenile facilities.

- Create interagency agreements among counties to share bed space.

- Increase programs/alternatives available at the local level. Create enabling legislation for jail industries and adequately fund the legislation.

- Make funding available for the transportation of juveniles in the rural areas of Utah.

- Provide qualified medical staff in adult and juvenile correction facilities.

Measurement

	1999	2000
Creation of basic standards for county jails		
Average travel time in rural counties for juvenile detainees		
Number of jail beds in Utah		
Number of juvenile detention beds in Utah		

. . . .

2   Implement and Support Community Oriented Policing Efforts

Solutions

- Develop accountability measures for law enforcement.

- Explore the pros and cons of a formula to set the number of officers by jurisdiction population.

- Develop efforts to increase community involvement in crime reduction.

- Scrutinize crime rate reductions as to validity vs. possible artificial reasons.

- Develop education for jurisdictional governing bodies on community policing.

- Create better partnerships among law enforcement.

- Create cultural shifts in law enforcement to include problem solving policing.

- Conduct a system-wide study to examine the capacity and pressures on state and local criminal and juvenile justice agencies.

- Pilot the COMPSTAT program in an urban Utah law enforcement jurisdiction.

3   Improve Prosecution Response In Utah's Criminal Justice System

Solutions

- Develop accountability measures for prosecutors.

- Create a process to appeal prosecutors' screening decisions/declinations.

- Examine the continuance policies used by judges and prosecutors.

- Develop a strategy for timely filings.

- Develop better communication between prosecutors and law enforcement officers.

- Increase prosecutorial resources.

- Identify and fund appropriate state share of prosecution and defense costs.

- Create statewide electronic reporting of statistical information from prosecutors and courts.

4   Improve the Court's Response In Utah's Criminal Justice System

Solutions

- Develop accountability measures for the Courts.

- Provide full state funding for court security and bailiff services.

- Disseminate appropriate Court statistical information in a measurable format.

- Examine judicial appointment and retention processes.

- Provide the public with more detailed information regarding judicial performance.

5 Improve Adult and Youth Corrections' Response In Utah's Criminal Justice System

Solutions

- Develop accountability measures for Adult and Youth Corrections.

- Continue to build secure beds for juvenile offenders as needed.

- Examine the possible relationship between presentence investigation recommendations and prison resources.

- Coordinate bed capacity planning between counties and the state.

6 Improve Adult Probation and Parole's Response In Utah's Criminal Justice System

Solutions

- Integrate AP&P field officers into local law enforcement offices.

- Increase the availability of technology in rural areas.

- Increase the number of probation and parole agents.

- Increase the integration of information systems, primarily providing access to correctional information by law enforcement.

- Increase participation by law enforcement in the presentence investigation process.

- Increase access to the juvenile information system by law enforcement.

7 Reduce Offender Recidivism

Solutions

- Implement SHOCAP statewide.

- Identify habitual offenders and prosecute them under existing state law.

- Use Department of Corrections offender assessment process to identify and treat core offender problems to prevent recycling offenders through the system.

Other Issues

- Take time during the law enforcement Executive Development Institute (EDI) to present this type of information.

- Again, consider the data warehouse.

- Review and revise sentencing guidelines as appropriate.

- Examine reasons for the low ratio of convictions to arrests (approx. 14%).

APPENDIX 1
Crime Reduction Survey

CRIME REDUCTION PLAN
Survey Form

Please Return To:
Utah Commission on Criminal and Juvenile Justice
101 State Capitol
Salt Lake City, Utah 84114

Please copy this survey and submit as many crime issues as you are currently facing. Prioritize your issues by indicating the issue's priority on the fifth line. Attach additional pages if needed.

Name	Title
Agency	**Issue Number**

Address

Phone	Fax	E-Mail

Priority	Target Population

I.   State the Issue   (Describe the issue in one brief title.)

II.   Describe the Issue (Describe the issue in detail. Note the extent of the issue using data or other collaborative information.)

III. What Steps Are Required to Solve the Issue? (Identify the specific steps or interventions that could be implemented to address/resolve the issue. This could include multiple steps or single steps.)

a. Step(s) your agency can take to address/resolve the issue.

b. Step(s) the Utah State Legislature can take to address/resolve the issue.

c. Step(s) other agencies can take to address/resolve the issue.

IV.   How Does Your Proposed Solution Reduce Crime? (Discuss how the implementation of the proposed intervention(s) will result in a decrease in the level of crime in Utah.)

V.   What Are the Known Obstacles to Success? (What obstacles do you foresee that may reduce or prevent the success of your crime reduction intervention(s)?)

VI. How can You Measure the Progress Leading Toward Solving the Issue You Identified?

a. What measures can be implemented to continually monitor the outcomes or impacts of your interventions?

b. How often can these measures be taken?

c. How accurately does your proposed measurements reflect the impacts of your intervention(s)?

VII. Implementation Issues

a. What will it cost to implement your intervention?

b. Can efficiencies be realized without direct expenditure?

c. How much time is required to implement the program?

d. Once implemented, how long before outcomes become measurable?

e. Have other agencies/states implemented this intervention?

f. To what extent have they been successful?

APPENDIX 2
Statewide Crime Reduction Conference Evaluation

Statewide Crime Reduction Planning Conference
September 22, 1999
The Dixie Center St. George, Utah

Rating range

Weak   0   1   2   3   4   5   Strong

48 of 116 responded to the conference survey.

1. How would you rate the conference overall? 4.13

2. Was the concluding session useful? 2.83

3. How would you rate the Family and Community Crime session 3.51

4. How would you rate the Drugs and Related Crime session 3.66

5. How would you rate the Justice Information and Communication session . 3.28

6. How would you rate the Justice System Accountability session 3.62

7. Do you think the Crime Reduction Planning Conference should be an annual event? Of the 48 responses:
- 37 said Yes - 77%,
- 6 said No - 12%.
- 5 did not respond to this question (11%),

8. Do you think the development of a Statewide Crime Reduction Plan is a useful process? Of the 48 responses:
- 43 said Yes - 90%
- 2 said No - 4%
- 3 did not respond to this question, (6%)

9. Do you believe the critical crime problems in Utah were addressed within the context of this conference? Of the 48 responses
- 43 said Yes - 90%
- 2 said No - 4%
- 3 did not respond to this question, (6%)

Summary of Comments

Comments on the conference were across the board. Many of the comments fell into the following five categories, with number one being the most frequent and five less frequent. (The survey number is provided as a reference for further review if needed.)

1. Lack of involvement from all members of the justice system.
- "The crime reduction conference should be an annual event if the prosecutors and courts are involved as well as adult and juvenile corrections." (Survey #4)
- "Broader representation - i.e.: educators, prosecutors, treatment providers, academics, defense counsel." (Survey #12)
- "Lack of participation by prosecutors and others resulted in crime being discussed from a single perspective. Law Enforcement agenda is not the only agenda which should be considered. Local law enforcement was the primary focus in terms of participation..." (Survey #19)

2. The conference as a whole was worth the time and money.
- "GREAT CONFERENCE- Now let's move forward!" (Survey #9)
- "Very informative - great way to think tank ideas or solutions" (Survey #11)
- "I applaud you for bringing the group together. It is a big undertaking and most difficult. You have done an excellent job." (Survey #26)

3. Worry that the plan will go by the wayside.
- "We discussed many issues and gave different solutions to resolve the problems. We must make sure we follow up so the plan does not go by the wayside." (Survey #2)
- "I think we have always known what needed to be done, but funding seems to keep us from doing a lot of things. I'm fearful this funding is still going to be a factor in what we have done here. This has been a good start." (Survey #16)
- "I want to see if this produces anything! Results will make or break this planning conference." (Survey #20)

4. More time needed to discuss the problem.
- "Fifty five minutes is not adequate to cover the topics - very frustrating. " (Survey #17)
- "This should have been at least two and possibly three days! Spending so little time on and rushing through such critical issues degrades their importance." (Survey #38)
- "Interaction with other officers good. Too much to cover in short time. needs to be year-round process." (Survey #40)

5. The value of the last session.
- "The review of the session was of no value. We went over these things all day long. I would recommend that a document be provided that contains the information. The discussions after the reviews was valuable. Send a runner to Kinko's for copies so we have the material in front of us." (Survey #1)
- "Closing session should have talked about priorities - the review was not the best use of our time." (Survey #26)
- "The concluding sessions was repetitive, boring, and no new information or solutions. Half the groups left and other half either sleeping, yawning, or having private conversations." (Survey #23)

APPENDIX 3
CCJJ Membership

Utah Commission on Criminal and Juvenile Justice

Judge Joseph W. Anderson
**Juvenile Court Judge
Representative**

Dan Becker
State Court Administrator

Georgia Block
Public Education Representative

Representative Afton Bradshaw
Utah House of Representatives

D. Douglas Bodrero
Citizen Representative

Gary K. Dalton, Director
Division of Youth Corrections

Craig Dearden, Commissioner
Department of Public Safety

Jan Graham
Utah State Attorney General

H.L. (Pete) Haun, Executive Director
Department of Corrections

Chief Richard W. Hendricks
Utah Chiefs of Police Association

Senator Joseph L. Hull
Utah Senate

Dr. James O. Mason, Chair
**Utah Substance Abuse and Anti-Violence
Coordinating Council (USAAV)**

Richard McKelvie, Assistant U.S. Attorney
U.S. Attorney's Office

John T. Nielsen, Chair
Utah Sentencing Commission

Judge Sandra Peuler
Chief Justice Designee

Marilyn Sandberg
Crime Victim Council

Michael R. Sibbett, Chairman
Board of Pardons and Parole

Gregory G. Skordas
Utah State Bar

Sheriff Mike Spanos
Utah Sheriffs Association

Ronald N. Vance, Chair
Utah Board of Juvenile Justice

David Yocom
**Statewide Association of
Public Attorneys (SWAP)**

Executive Director
S. Camille Anthony